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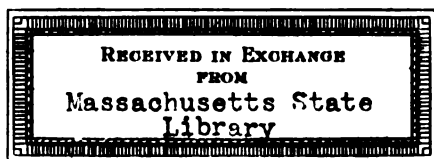
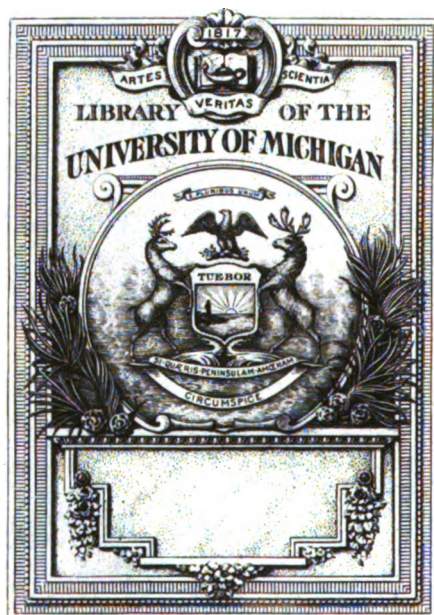
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SENATE . . . .

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ADDRESS  
OF  
HIS EXCELLENCY  
CURTIS GUILD, JR.,  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS. *Governor.*  
JANUARY 4, 1906.



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1906.





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## ADDRESS.

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*Gentlemen of the General Court of Massachusetts:*

With a deep sense of gratitude to the citizens of the Commonwealth, I ask your co-operation and promise you mine in the task of legislation that has been set before us.

We are met in no mean city. The real Boston is the Greater Boston that includes the homes as well as the workshops and counting houses of this community. It is a great metropolis,—a greater metropolis than its own citizens perhaps appreciate. It should be developed as such.

The combined exports and imports of Boston are exceeded only by those of New York. This is the second seaport in the United States. It must not retrograde. Both exports and imports exceed those of last year. The total excess over last year of foreign commerce in the eleven



months for which the figures are at hand shows a gain in these eleven months of nearly thirty millions of dollars. One-twentieth of the wealth of the United States, one-thirtieth of the population of the country, is within an hour's ride of this historic building. In this area are the homes of a larger population than in any equal area but one in the country. The capital of Massachusetts is the second centre of population in the United States.

We have to legislate for no decadent Commonwealth.

Of all the States and Territories on this continent, only four contain a smaller area. Because of geographical limitation, as well as from a notable lack of mineral deposits, forests and rich arable soil, a slow rate of gain in material prosperity might logically be expected of Massachusetts, in comparison with many States possessing greater natural advantages. Yet, on the contrary, at the last taking of our national census it was found that Massachusetts, fifth from the foot in area, is seventh from the top in population, fifth from the top in the annual value of her manufactures, and third from the top in the

annual amount paid in wages. Measured by assessed valuation of the property in her borders, Massachusetts is exceeded by but two States. Fifth from the foot in area, Massachusetts is third from the top in wealth.

Nor is this prosperity the dwindling legacy of earlier generations. The past year has seen huge additions to our industrial plants, notably to those producing manufactures of leather and of wool. Marked advances have taken place in the wages of those engaged in textile manufacture; and, as noted by my predecessor, statistics of abandoned farms no longer figure in our State papers. Measured by the value of farm products, Massachusetts is first among the New England States, and shows by a steady increase that attention is wisely given to the extension of the work of the farmers' institutes and of our Agricultural College.

Our Massachusetts census, just taken, tells a wonderful story. Immigration does not swarm to hopeless fields. In the decade between 1895 and 1905 Massachusetts added over half a million to her population. It is extraordinary that this great increase, which is, within less than

fifty thousand, the same increase that was shown between 1885 and 1895, should have been possible in what was and is, with one exception, the most densely populated State in the Union.

It is more extraordinary that this half million of increase, largely immigrants, should be not merely vast in proportion to area, but, with four exceptions only, larger in actual numbers than the increase shown by any other State or Territory in the whole United States.

The annual value of the manufactured products of Massachusetts increased by but \$175,173,033 between 1885 and 1895. It increased by \$300,267,558 between 1895 and 1905. The total value of goods made in Massachusetts was \$1,150,074,860 in 1905.

The increase in the value of the annual product of cotton goods from 1885 to 1895 was \$32,190,463. From 1895 to 1905, in spite of southern competition, it was \$38,949,280. The increase in our wool and worsted products between 1885 and 1895 was \$7,400,533. Between 1895 and 1905 it was \$50,581,514. The increase in our shoe product between 1885 and 1895 was \$7,405,548. Between 1895 and 1905 it was \$70,271,966.

On October 31 the total amount on deposit in our savings banks was, in 1885, \$274,998,412 ; in 1895, \$439,269,861 ; and in 1905, \$662,808,312. The increase in the last decade was greater by over fifty-eight millions of dollars than in the decade that preceded it. In 1885 the average deposit for each person of population was \$141.64 ; in 1895, \$175.69 ; and in 1905, \$220.67. The gain in deposits per capita in the last decade was greater by nearly a third than the gain in the preceding decade.

Through the conventions of her two great parties, through her General Court and Governor, Massachusetts has already demanded from the national government the immediate construction of a tariff framed to meet the lines of modern competition. Massachusetts asks the removal of such duties as are now needless, the reduction of such duties as were once just but are now excessive, and the development not of our commerce alone but of the commerce of the United States by more friendly trade treaties with other nations. In such investigation of the real needs of American industries Massachusetts asks no exclusive favors. We understand that the re-

moval of the duty on hides means a revision of the duty on goods that are made from hides.

Massachusetts stands at the council board of the nation not as a broken beggar, whimpering for an alms, but as a strong man, demanding aggressive action from his peers.

Such action has already been urged on President and Congress through our Senators and Representatives, on whom alone the Constitution imposes the responsibility to the people for such national legislation. We await their championship of our cause with trust and confidence.

For us the Constitution of our own Commonwealth prescribes the concentration of energy on the legislation for which we, in turn, are responsible to the people of Massachusetts. Never more than now have they had the right to insist that such legislation should be enacted in the spirit of the Massachusetts Declaration of Rights, which proclaims "Government is instituted for the common good, for the protection, safety, prosperity and happiness of the people, and not for the profit, honor or private interest of any one man, family or class of men."

The work of the various departments of the Commonwealth has been well done,—so well done that even a political overturn in the Executive management of the Commonwealth has led to no overturn in policy, to but little change even in personality in these departments. I suggest to you a careful study of the reports submitted to you by these proved and faithful public servants.

#### ELECTION EXPENSES.

Prosperity, as well as adversity, breeds evil. The rapid accumulation of wealth has led to a lavish use of money in elections. This increase in the use of money is in this Commonwealth confined to no party, district or variety of election. The uses to which much of this money is put are not in themselves corrupt. The spending of scores of thousands of dollars on posters and newspaper advertising is not corrupt in itself; but when a citizen, asked by his fellow citizens to take public office, is forced to contemplate such huge expenditure as a necessity, the obvious result is to drive the man of modest means from public life. The parsimony of the United



States makes the richest nation in the world the only one that cannot be represented, thanks to the expense of the position, by a poor man as ambassador to a foreign court. Franklin could not afford to go to France to-day.

Let us not in Massachusetts make it impossible for some future Samuel Adams to be a candidate for Governor.

I suggest for your consideration the extension of the corrupt practices act; some limitation on the total amount to be spent by any candidate; a more stringent penalty, which should be strictly enforced, for those who fail to file election expenses; the voiding of an election where deliberate and serious violations of the provisions of the act are proved against the successful candidate; and finally, the absolute prohibition of contributions from corporations in campaigns, either for nomination or election.

#### CIVIL SERVICE.

You have doubtless found that a large body of your constituents believe that the civil service laws are either not in existence or not enforced.

In a measure they are right. In certain localities the law is evaded, and, owing to the lack of a sufficient inspecting force, with impunity. In other localities, through lack of notification, the public are kept in ignorance of the civil service examinations, and of the fact that there are constant vacancies in local offices open to any citizen. In some parts of the Commonwealth there is therefore now no eligible list from which candidates may be taken.

It is worse than useless to hire an expert at a large salary and make no provision that his assistants be competent for the work. I suggest that the men supplied for the suppression of the brown-tail and gypsy moths be appointed by the same authorities as now, but only after they have passed a suitable examination, and been certified on the usual lists by the Civil Service Commissioners.

The successful result in Philadelphia of applying the civil service system to certain heads of departments suggests the advisability of considering a similar extension of the law throughout Massachusetts, if not also, as suggested by my predecessor, the extension of the law to all

county officers. I recommend that an adequate salary be paid, at least to the chairman of the Board, from whom the needs of this work now demand daily attention; I recommend that a sufficient appropriation be made to provide for constant, not occasional, inspection of pay rolls; and, further, the enactment of a statute providing for the conspicuous and continuous display, by town and city officials, of posters to be prepared by the Civil Service Commission, that the people may know when and where examinations are to take place, what vacancies exist, and, in fine, how they can secure the public employment guaranteed them by law without the intervention of influence-mongers or partisan organizations.

#### STATE FINANCE.

The gross debt of the Commonwealth, actual and contingent, Jan. 1, 1906, was \$98,200,162. Of this amount, \$31,569,750 is represented by loans which have been issued for State purposes exclusively, and \$66,630,412, the total contingent debt, by loans which have been issued for the benefit of cities and towns, and which will be

repaid ultimately by them to the Commonwealth. Applicable to the loans issued for strictly State purposes, there are accumulations in sinking funds amounting to \$17,353,847.85, making the net actual State debt \$14,215,902.15. For the redemption of the loans included in the contingent debt there are accumulations in sinking funds amounting to \$7,328,785.83, which amount, applied to the principal of the loans, makes the net contingent debt \$59,301,626.17. Of the net contingent debt, \$1,373,496.84 falls upon certain cities and towns in which armories have been built, and the remainder, \$57,928,129.33 upon the cities and towns in the metropolitan water, sewerage and parks districts.

The net actual State debt for five years is as follows: —

Jan. 1, 1902,	. . . . .	\$12,459,253 61
Jan 1, 1903,	. . . . .	13,472,628 09
Jan. 1, 1904,	. . . . .	14,782,640 97
Jan 1, 1905,	. . . . .	15,576,595 11
Jan. 1, 1906,	. . . . .	14,215,902 15

The payment to Massachusetts of the net sum of \$1,450,566.76 by the United States, in the year

just closed, has been applied to the reduction of the State debt.

I desire to urge upon your attention a careful perusal of the reports of the Treasurer and of the Auditor, and the annual and special messages of my three immediate predecessors. With every possible economy, we have been forced to raise, by direct taxation, a sum amounting last year to four millions of dollars. This direct State tax is caused by the unusual generosity of the Commonwealth to the local governments of its cities and towns. The Commonwealth has assumed one local burden after another. Its assumption, for example, of the entire care of the insane has relieved and should have reduced local taxation by over a million dollars annually.

Absolutely no additional revenue has been provided to offset this increased State expenditure. On the contrary, the Commonwealth, like the pelican in the fable, has opened her own veins to feed her hungry offspring. The corporation tax, for example, is an excise tax levied and collected by the Commonwealth on organizations created, regulated and controlled by the Commonwealth. In New York the whole corpora-

tion tax goes to the State. In Massachusetts about three-quarters of it is returned to the cities and towns. The amount thus returned last year was \$3,421,096.81. Again, New York retains one-half the sum received for liquor licenses. Massachusetts retains but one-quarter. If New York's example were followed in this Commonwealth, the receipts of our treasury would have been increased last year from this source by \$836,809.68.

In view of these hard financial facts, I need not urge you to the most careful scrutiny of every suggestion of increased expenditure and resistance to every endeavor further to reduce our already inadequate revenue.

#### BANKING LAWS.

Since the new business corporation law went into effect there has been a growing tendency to organize corporations to engage in banking, and on the part of foreign corporations to obtain admission into Massachusetts for the same purpose.

The policy of the Commonwealth has been to restrict the business of banking to corporations



organized under the banking laws. It has been safe-guarded as to investments and management, and placed under the immediate supervision of a competent board of examiners. To allow corporations to do the banking business under any other conditions is hazardous to the public and a menace to our banking institutions.

I recommend that legislation be enacted to strengthen our present laws by the removal of any ambiguity of phrase, with such other action as may conduce to the effective prevention of unauthorized banking.

#### INSURANCE.

The revelations as to the practices of the great life insurance companies of New York have roused the country to just indignation. Certain fraternal orders have met in convention, to suggest reforms; the insurance commissioners of the various States have met, and are again to meet; committees of policy holders of the great New York companies have organized, and are later to report their findings. We have also the suggested remedy of national regulation.

Our own Massachusetts life insurance companies, organized under our own laws, contain no instance of subsidiary trust companies organized for stock speculation, nor are they burdened with the scandalous salary lists of the New York companies.

It is decidedly uncertain whether Congress has the constitutional right to make insurance law for the country. If the Supreme Court should rule that Congress has that right, Massachusetts would still have the power to add to the general law any safeguards, not inconsistent with a national statute, that we deem necessary to impose on companies doing business in this Commonwealth, for the protection of Massachusetts policy holders.

Not one hint of graft, or even of political interference, is directed, in this general storm of criticism, against the insurance department of this Commonwealth. It is the admitted standard for efficiency in the country. Our Massachusetts insurance laws, moreover, have been copied in part by many States, and by some States almost in their entirety. At such a crisis, with patent wrong crying for redress, a Commonwealth with such a record cannot relinquish

leadership. We shall advance farthest if we advance only on safe ground, and with expert guides.

Our first duty is to recodify our own laws, last completely recodified in 1887. Since then some laws have been changed in application, others have become obsolete, some have been added. On this basis we should raise new legislation, framed after due and sober consideration of such recommendations as may be made not only to this honorable body, but in the broadest sense wherever presented, in order that our new Massachusetts insurance code may be remedial, progressive, and, as far as consistent with Massachusetts ideals, uniform with the new codes of other States.

In a question of grave importance, demanding technical knowledge of a high order, Governor and General Court alike can, I think, best serve the public ends by calling in the best impartial expert advice obtainable. I therefore recommend that the Governor, with the consent of the Council, be authorized at once to appoint a temporary and advisory board, who shall revise and codify our insurance laws, confer with the authorities of

other States, correspond freely with all bodies seeking insurance reform, consider and originate measures and suggestions, and report such information, with their findings from time to time, to the present General Court, as an aid to its deliberations and final action. The service of such an advisory board would, of course, terminate with its final report. The existence of a surplus above the cost of maintenance accruing from the fees collected by the insurance department makes no extra expenditure for this purpose necessary.

#### RAILROADS.

I invite the most careful consideration of the coming report of the joint committee appointed to revise and codify the railroad and street railway laws of the Commonwealth.

I cannot too strongly recommend to you the abolition of special privileges and the extension of general law in every possible branch of legislation, as urged upon this honorable body by His Excellency John L. Bates. I particularly recommend the extension of general law to legislation affecting street and electric railways.

The unusual length of our legislative sessions as compared with those of other States is in part due to the discussion of special charters. They destroy wholesome competition under uniform conditions. The special evil, however, of such valuable monopolies, granted by special charter, is the daily temptation to the base activity of the grafter, the corruptionist and the professional commercial or political promoter, not only in the lobby of the Legislature, but in the ward room and at the polling booth. Certain States have adopted constitutional provisions against special legislation of this character. Where is such favoritism more out of place than in this Commonwealth, whose founders made the very opening sentence of its frame of government a declaration of the equality of all men before the law?

#### HIGHWAYS AND AUTOMOBILES.

The report of the Highway Commission, asking for a greater measure of control, deserves your careful consideration. A more effective and uniform regulation of automobiles, and especially of reckless chauffeurs, is desirable. Even-handed

justice also demands that those who make a rational use of a modern vehicle should not be made subject to petty persecution. As the State highways are in a large measure a gift from the Commonwealth to the town or city, and as automobiles are particularly destructive of the surface, I would suggest, for this reason, if for no other, that all fines for overspeeding should be paid to the Commonwealth, and applied to the repairs of highways.

#### TELEGRAPH AND TELEPHONE CORPORATIONS.

All public-service corporations operating in Massachusetts are under the supervision of the Commonwealth, with the exception of telegraph and telephone companies. There does not appear to be any good reason why such corporations should not be under a supervision similar to that now exercised over other public-service corporations. I recommend to your consideration whether this supervision might not be confided to the State Highway Commission, and whether, through reasonable fees charged upon the companies for inspection, it might not be self-supporting.

## BOILER INSPECTION.

The District Police report that there are in Massachusetts 13,000 steam boilers uninspected by any company. The inspection of boilers not inspected by any insurance company cannot be thoroughly done by the present force of State inspectors. Such State inspection of boilers is necessary for the public protection. It should be self-supporting, all fees collected for examination turned over to the Commonwealth, and the force in charge of it immediately reorganized and increased under direction of the District Police. Present conditions are a menace not only to property but to human life.

## SCHOOL INSPECTION.

The work of the State Board of Education shows satisfactory progress, as usual. I would suggest, however, that you consider legislation contemplating a more general medical inspection of school children, as now practised in some localities, notably for the discovery of infectious diseases and physical defects. A child may be

a dullard at school and a failure in life because of undiscovered defects in eyesight or hearing. There are, to quote one line of work only, children now struggling for education through pain, ailing little creatures, backward in their lessons, tortured with racking headaches, who only need relief of a complaining set of nerves by a pair of properly adjusted glasses, to transform them to healthy, happy children, capable of assimilating all the benefits of their school work.

#### MILITIA.

The militia of the Commonwealth should receive every possible encouragement in their willing service. During the last year the reserve fund accumulated at Washington has, except a small balance, been expended, chiefly for new material. We cannot, therefore, afford to reduce last year's appropriation from the Commonwealth.

The vacation now given State employees is so liberal in comparison with that given by private firms that I cannot urge its extension even for militiamen. I take this occasion to urge the co-operation with the Commonwealth of such



employers as find it practicable, in giving, without loss of pay, militiamen in their employ the extra week needed for the summer manœuvres. Not only in war, but at times of fire, flood or explosion, this force is called to the protection of property and life. It has the support of the government. It should have the support of the people.

#### SPANISH WAR CLAIMS.

Under a contract based on percentage the Commonwealth last year paid to a Washington attorney a commission infinitely larger than contemplated by the officials, who yet did make the contract with him, for the collection of claims due on account of the Civil War.

The large fortune so obtained by this attorney brought a host of propositions to collect similar claims, not only of the Commonwealth but of individual veterans of the Spanish War, the fee to be taken from the amount collected, in the shape of a percentage. These propositions were referred to me as chairman of the committee on military and naval affairs of the Council. On consultation with the Attorney-General, it was

clearly shown that the employment of such agents in such a manner would be both needless and in direct violation of the spirit of the Constitution and laws of the Commonwealth. Moreover, it seemed unfair that men who had served in war should by the assumption of power by the government be forced to surrender to any claim agent, without even being heard in the matter, a portion of the money due them by the United States.

This view of the case was presented to His Excellency. No action was taken by the Council. The Governor authorized the Attorney-General to attend to duties properly and constitutionally his. The Attorney-General acted at once. An officer selected by him was set to work. He was aided by every power at the disposal of the Adjutant-General in the matter of searching records. He was and is to be paid as others employed by the Attorney-General have been paid. He has already completed and filed at Washington proofs of much larger sums than it was believed were due the soldiers of this Commonwealth in the Spanish War.

These men will therefore receive, without being

mulcted, as was proposed, of any percentage, the entire amount due them from the national government; and Massachusetts has re-established the important legal precedent, that her debts are to be collected by her own accredited officials, working on conditions clearly understood, and under the immediate direction of the law officer of the Commonwealth.

#### JAMESTOWN EXPOSITION AND ITS VISITORS.

Virginia is to celebrate at Jamestown the first English settlement on American soil. I believe that Massachusetts should be adequately represented at an exposition especially designed to be historical as well as industrial.

A feature planned for this exposition is to be an international camp and an international fleet. Some of these soldiers and sailors of other lands, should the plan succeed, may visit this Commonwealth. The countrymen of Lafayette may wish to journey from the birthplace of Washington to that of Franklin. The armed troops of the United States were welcomed in Paris as the guard of the remains of John Paul Jones. May

I suggest to you that, in the increasing interchange of international good-will, the harbinger of international peace, friction might be avoided by amending the existing law—wisely prohibiting the marching of foreign troops through our streets without the consent of the General Court—by a provision that in case the General Court is not sitting, the Governor, with the advice and consent of the Council, may extend such permission to foreign troops whose entrance into our country has already received the sanction of the national government.

#### THE POLICE SYSTEM OF BOSTON.

Some twenty years ago the control of the police of Boston was transferred from the city to the Commonwealth, not at the instigation of any political organization, but on evidence, now in my possession, furnished by the New England Society for the Suppression of Vice, that under local control the police of the metropolis at that time were drifting into a condition not dissimilar from that recently exposed in certain other great cities. The transfer has been amply

justified. Though criticism, sometimes just, has been made of a metropolitan as opposed to a purely local control of police, it cannot be denied that, whatever the politics of the Governor who has been in office, the Boston police has at least been free, since the Commonwealth assumed control, from the graver scandals proved against the police elsewhere.

No man to-day impugns the personal integrity of the present commissioners, or charges them with the use of their great power for graft or gain.

In suggesting a radical change in the organization of that body, therefore, there can be no question of personality. I must ask you to believe that in urging such a change I am acting on convictions formed when this Board was originally appointed, — convictions never changed, and strengthened by travel and my own experience in maintaining order in military camps at home and abroad in time of war.

It is a principle of law that the judicial and executive functions should not be merged in one body nor in one person. It is a matter of historical and governmental experience that in-

efficiency, if not disaster, follows divided responsibility in the control of any organized body of men, where discipline and *esprit de corps* must be the mainspring of success.

Legal principle and practical experience are alike violated in the present construction of the board of police. The policeman who appears as a witness before three gentlemen sitting as judges in regard to a license may be removed or promoted by the same individuals, acting in the capacity of his commanding officers.

Disagreement, moreover, as to method among three perfectly sincere men may create delay at any time, and prevent the promptness of instant action in emergencies, absolutely necessary for an effective police.

Even more important, the dual function of excise officer and police commissioner, by the multiplication of duties, checks efficiency of control. The location, transfer, revocation and granting of liquor licenses encroaches unduly on days' none too long for the bending of every energy to the rooting out of vice and the prevention and suppression of crime.

I therefore recommend that an excise board of

three, appointed and confirmed by the Governor and Council, and representing at least two political parties, be given control of the liquor traffic; and that a single police commissioner, similarly appointed and confirmed, be placed at the head of the police. The police commissioner should neither recommend nor grant licenses; but in case of disagreement between the commissioner and excise board as to the desirability of revoking such a license, for cause shown by the police commissioner, he should be given power to suspend the license at once, pending a reference of the question for final settlement to an appropriate judicial authority.

I would suggest that the salary of the commissioner of police should be such as to command the services of a man of tact, honor and ripe experience, — not by any means necessarily as a member of any police board, but certainly as an organizer and leader of men in war or peace.

#### INSANITY AND CRIME.

Over a hundred transfers from penal institutions to hospitals for the insane were made last

year, and in the great majority of cases immediately after the reception of the convict at the prison. The criminal does not drift among the feeble-minded classes; the feeble-minded drifts among the criminal classes. We strike at the root of lawlessness when we strike in childhood at the morbid mentality that begets a criminal life. The time to enlighten the darkened brain is before it is darkened forever. It is well to reform an adult criminal; it is better to make a useful member of society of the child of backward intellect, before it has become a criminal or a permanent charge upon the people, or, as a father or a mother, has still further multiplied the ranks of the unfortunate.

One thousand children turned away from the School for the Feeble-minded at Waltham in the last six years, for sheer lack of space, are now constantly appearing in other and more sinister institutions.

I urgently recommend to your attention the suggestions of the State Board of Insanity, urging the extension of help to the feeble-minded, not merely in the name of humanity, but of law and order and citizenship.



## CHILD LABOR.

Massachusetts has ever been among the foremost in the protection of little children. It is a matter of congratulation that the Massachusetts idea of a national investigation of child labor, with the object of its suppression in every State, has at last been adopted and urged in a message to the Congress by the President of the United States.

It is especially important at this time that Massachusetts prove her sincerity in this reform. The force of inspectors of the District Police is no longer sufficient for thorough and frequent inspection of the rapidly increasing army of labor in our industries. I suggest the increase needed for the purpose of a more effective enforcement of laws against the employment of children.

A local force also exists, whose co-operation would be welcomed. The truant officer is or should be better posted than any other official as to the children in his district. The law now checks his willing service. I suggest the substitution for the words in chapter 106, section 4,

“Truant officers *may* visit the factories, workshops and mercantile establishments,” etc., of the words, “Truant officers *shall* visit the factories, workshops and mercantile establishments,” etc. The truant officer is now allowed without a warrant to hale an illiterate child to school if it is engaged in play. He should be given, what he has not now, the same power over the same child if engaged at work. The truant officer discovering a child below the legal age at work is now merely permitted to report the case to the local school boards and other officials, in a long system of circumlocution. I suggest that the truant officer with evidence of such a breach of law in his possession be not merely permitted but ordered to report directly and at once to the district attorney.

Agents of the State Bureau of Labor Statistics report to me that a shameful trade exists, which supplies for money false age and schooling certificates to children under age. This report is confirmed by the District Police. Employers notable in their desire not only to obey but to promote the law have been deceived and victimized by this practice. The present penalty for

the forcing of a child of tender years into a factory by the perjury of unnatural parents or others is a trivial fine. I shall leave it to your sense of justice whether a light fine without imprisonment is punishment severe enough for law-breakers who to-day in Massachusetts traffic not only in the toil but in the health and lives of little children.

*Senators and Representatives:*—We have been entrusted by the people with the business of the people, not with the promotion of partisan manœuvres for political purposes. We shall best earn approval by prompt and business-like performance of our legitimate duties. We legislate for a single Commonwealth, but that Commonwealth is Massachusetts. The Pilgrims faced cold and starvation to found here an asylum for freedom, they did not arrange for interference with the destinies of the Farthest East. Yet because of the foundations of American government, laid amid the winter gales at Plymouth, Anson Burlingame opened China to the world and Theodore Roosevelt sent peace among the nations. Those who have deserved

best of their fellow men are those who, called to service, have sought to do the clearest, nearest duty well, and have found that honor followed without seeking.

The founders of Massachusetts set their hands to the rocks and the forests,—they did not impotently raise them to the skies.

Amidst the storm they sang,  
And the stars heard, and the sea.



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## ADDRESS.

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*Gentlemen of the General Court of Massachusetts:*

With high appreciation of the trust imposed upon me by the citizens of Massachusetts, it is my high honor and privilege again to invite your attention to such legislation as shall give to a Commonwealth already prosperous and progressive an even greater measure of leadership along the paths of equity, humanity and civilization.

At the root of most modern problems of legislation is not the absence of opportunity for all, but the absence of equal opportunity for all. We have to consider, in short, not so much the acquisition of wealth as the distribution of wealth.

Never has wealth been made with more spectacular rapidity than in the last decade. The minority who have prospered far beyond their



fellows must appreciate that the very fact that they have so prospered demands that unusual wealth should bear unusual burdens; that unusual opportunities for the acquisition of wealth imply unusual obligations to the less fortunate and to the public. The envy of the poor for the rich is a sinister influence, but so is the condescension of the rich for the poor. We need stout resistance to all attempts to array class against class and a better understanding among all men as fellow citizens.

I believe that better understanding is coming. In the new industrial conditions, brought about by the substitution of machinery for human hands, labor faced capital first with uncovered head, then with clinched fist; but there are not wanting signs that the clasped hands of brotherhood are in the future more truly to symbolize their relation.

The possession of wealth does not in itself provoke hostility. The vague unrest that is everywhere prevalent is due not so much to envy of the possession of wealth as to resentment against its unfair acquisition and indignation at its arrogant abuse.

The commuter does not so much envy the railroad king his millions. He does rebel if he feels that those millions are accumulated by excessive fares or by scrimping in train service. The farmer does not hate the millionaire because he owns a motor car, but because some millionaires who do own motor cars defy not only the canons of courtesy and decency but the law itself in the pursuit of mere selfish pleasure and excitement, at the expense of the property, the safety, the lives of their less fortunate fellow citizens.

It is a somewhat tragic foot-note to the history of civilization that wealth, the fine old Saxon word meaning happiness, should have become in modern English a mere synonym for material riches, — that wealth should no longer mean well-being. It is our happy privilege to restore in part this ancient and nobler meaning of happiness to the word wealth, that the Commonwealth of Massachusetts may signify indeed not a mere abiding place of riches, but a State whose chief concern is for the common happiness of all within her borders.

## UNIFORMITY OF LEGISLATION.

The ever closer bond between the States is daily giving greater force to the demand for uniformity in laws concerning such matters as cannot be constitutionally controlled by the national government. If escape from taxation on personal property is to be checked, we must have more uniformity in our State laws of taxation. If vice in one section is not to become virtue in another, we must have greater uniformity in our State laws in regard to divorce. If bad insurance methods are really not desired by the American people, they must be discountenanced in every State. If the public mean what they say they mean in regard to the so-called "trusts," their attention should be concentrated on the laws of those States which permit the creation of trusts. In this great general movement Massachusetts should not merely accept but should suggest progressive legislation.

I renew my recommendation of last year relative to the extension of the corrupt practices act.

## STATE FINANCE.

The fiscal year now ends on November 30. The gross debt of the Commonwealth, actual and contingent, Dec. 1, 1906, was \$101,538,162. Of this amount, \$32,569,750 is represented by loans which have been issued for State purposes exclusively, and \$68,968,412, the total contingent debt, by loans which have been issued for the benefit of cities and towns, and which will be repaid ultimately by them to the Commonwealth. Applicable to the loans issued for strictly State purposes there are accumulations in sinking funds amounting to \$18,163,977.30, making the net actual State debt \$14,405,772.70. For the redemption of the loans included in the contingent debt there are accumulations in sinking funds amounting to \$8,452,528.08, which amount, applied to the principal of the loans, makes the net contingent debt \$60,515,883.92. Of the net contingent debt, \$1,428,067.44 falls upon certain cities and towns in which armories have been built, and the remainder, \$59,087,816.48, upon the cities and towns in the metropolitan water, sewerage

and parks districts. The net actual State debt for five years is as follows:—

Jan. 1, 1903,	. . . . .	\$13,472,628 09
Jan. 1, 1904,	. . . . .	14,782,640 97
Jan. 1, 1905,	. . . . .	15,576,595 11
Jan. 1, 1906,	. . . . .	14,215,765 27
Dec. 1, 1906,	. . . . .	14,405,772 70

I am happy to say that there was a reduction this last year in the direct State tax of  $12\frac{1}{2}$  per cent., or half a million dollars. It is extremely doubtful if this direct tax can be lowered or indeed maintained at the present level if means are not taken to secure additional sources of revenue.

The Commonwealth has been steadily deprived of its legitimate revenue for the benefit of local purposes. The whole corporation tax, both by theory and precedent, belongs to the State. Nearly the whole is now returned to cities and towns, and it is a well-known fact that in many instances the revenue received by certain localities from the Commonwealth on this account actually exceeds the amount paid by these localities towards the expenses of the Commonwealth as their proportion of the direct State tax. As

long as any of this tax is diverted from the State treasury, where it belongs, to town and city treasuries, there will be local disputes as to the method of distribution.

Again, Massachusetts, though put to serious expense by the liquor traffic, receives but one-quarter of the license fees. The precedent in other States is that one-half at least of these fees should go to the State.

Moreover, while pressure to supply funds for extravagant municipal expenditure has in years gone by diverted from the State treasury more than enough natural revenue to pay the entire direct State tax, the steady, logical development of the Commonwealth is annually adding new expenses.

The State House is overcrowded. There is now paid in rental for offices of various boards and commissions outside the State House over \$30,000 annually. Business sense and sound economy alike require the immediate construction of a modern office building for the accommodation of our public servants. The natural site of such a building would be in the rear of the State House. If this building is not

erected, not only must those boards and commissions already occupying quarters outside remain there, but more such accommodations must be furnished at steadily increasing expense for State departments that have quite outgrown their present quarters.

The assumption of the care of the insane by the Commonwealth added a million a year to the expenses of the Commonwealth. The scourge of the insect pests must necessarily cost hundreds of thousands of dollars in the immediate future, unless we would sacrifice millions by abandoning the work against them. To the gypsy moth and the brown-tail is now added the Japanese moth. The substitution of State highways for county roads adds nearly half a million annually to the State's expenses, and the destruction of the surface of these roads by automobiles amounts to a loss of fifty thousand dollars a year. The increasing demands for investigation and publicity renders the Bureau of Statistics of Labor a constantly and properly increasing source of expense. The appropriation for the new free employment bureaus is quite inadequate for the maintenance of more than one such bureau. The

new eight-hour law means an extra expense in one State department alone of \$75,000 this year.

These plain facts suggest, in the first place, that when the time comes—as humanity, science and economy alike show the time must come—for the Commonwealth to assume general charge of all paupers and general charge also of those suffering from tuberculosis, the expense of their maintenance should not be a charge upon the State treasury, but should be assessed back proportionately upon those cities and towns that will thus rid themselves of the task of supporting these unfortunates at a much greater expense.

The inevitable growth of expenditure which cannot in this manner be avoided demands, in the second place, that further curtailment of legitimate sources of State revenue should be resisted, whether the pressure comes on the one side from city or town governments, or on the other from the government of the United States.

We already have a tax on collateral inheritances. I believe the time has come when the increasing needs of our treasury demand a graduated tax on direct inheritances. This means of raising



revenue is too familiar to need description here. It has worked no hardship in the States where it is now law. It could be so adjusted as to be little felt by those least able to bear it, and those who would be the heaviest contributors are the very ones whose larger share of the fruits of prosperity make it just that they should bear the greater burden.

Another principle of taxation that I believe to be equitable is this: that he who is especially responsible for the waste and damage of public property should pay for any unusual damage that he causes. The suction of the automobile tire, for instance, is the cause of exceptional damage to the roads of the Commonwealth. I recommend a tax on all motor cars proportionate to horse-power, the entire proceeds to be devoted to the maintenance of State highways. I firmly believe that such a tax would alike remove much of the present complaint against this mode of locomotion, and would vastly add to the comfort of all who use the highways for any purpose.

Finally, if it is impracticable entirely to reverse the established State policy of distributing the larger part of the corporation tax to the

cities and towns, it is not, I trust, too late to prevent any further encroachment on legitimate State revenue.

#### POWERS AND DUTIES OF THE AUDITOR.

It is the duty of the Auditor of Accounts to examine and audit claims against the Commonwealth ; but he has neither the authority, nor is it his duty, to examine into the accounts of State officials, boards and institutions which receive State funds which they are required to deposit with the Treasurer and Receiver-General. During the last fiscal year these receipts amounted to nearly \$1,500,000. Manifestly, operations involving so large an amount should receive such examination as will insure accuracy in accounting. I recommend that the laws relating to the powers and duties of the Auditor be so amended as to give him authority and require him to audit the accounts of all officials, boards and institutions which receive moneys to be turned into the treasury of the Commonwealth.

## INSURANCE.

Many excellent suggestions will be laid before you for insurance reform. I would particularly urge upon you two, in which I trust you will agree that Massachusetts should lead the way, as she has ever led the way in insurance legislation. The experiments are, I admit, radical, but no more radical than the original suggestion of insurance itself.

The expense of life insurance largely consists in the cost of solicitors and collectors. If neither were necessary, the insured could secure protection at greatly less expense. To the poor, the expense of so-called industrial insurance is very severe ; to the very poor, it is prohibitive. I suggest for your earnest thought and careful consideration the subject of insurance of the lives of those able to pay but a very small premium, but whose honorable pride is now in too many cases urging them to pay what they can ill afford if they would avoid a pauper's burial. Life insurance without agents or collectors is an experiment in which the demands of the people are supplemented by practical plans. I commend for your

consideration the study of plans to be submitted to you for cheaper industrial insurance that may rob death of half of his terrors for the worthy poor.

The mortality tables on which ordinary life insurance is based are half a century old. Civilization has materially lengthened the duration of human life in the last fifty years. The same principle that from time to time calls for the readjustment of laws regulating insurance methods in accordance with changing conditions demands no less examination and reconstruction of the very basis on which all life insurance rests.

The insurance department of the Commonwealth has the records of hundreds of thousands of lives from which just and modern mortality tables can be constructed. I recommend that the Insurance Commissioner be authorized to prepare an official mortality table for Massachusetts, for the information of the profession and the people.

#### BOILER INSPECTION.

The deplorable disaster in Lynn, following upon the still more serious one in Brockton, is

a warning that Massachusetts should no longer entirely trust the inspection of insured steam boilers to the agents of insurance companies. In spite of the existence of fire insurance companies, all buildings must submit to some kind of official inspection. Logic and the public safety demand that, in spite of the existence of boiler insurance companies, all steam boilers should at least once a year be submitted to inspection under at least the direct control and supervision of the Commonwealth.

Under the present law boilers that are insured are exempt from State inspection and cannot be inspected by a State inspector even if the owner so desires. This very objectionable feature of the law should be amended so as to give all citizens of the Commonwealth the right to have State inspection as well as inspection by an insurance company. The law should also include a provision for enforcing the keeping by every engineer of daily records of the running conditions of every steam plant on forms to be supplied by the Commonwealth's boiler inspectors.

The number of boiler inspectors now in the employ of the Commonwealth is insufficient

even for the thorough inspection of boilers not insured. I recommend their increase. Ultimately the Commonwealth must face the responsibility of examining every steam boiler within our borders by inspectors selected after careful examination, as at present, by the Commonwealth. Such a policy would involve the employment of at least a hundred trained men. The State cannot afford to have official inspection conducted by any but the best, and only the practical difficulty of securing at once so large a number of men, specially trained, prevents my urging the adoption of this policy at this time.

#### REGULATION OF HIGHWAYS AND WIRES.

The justification of State supervision of telephones and telegraphs, a policy in which by the law of 1906 Massachusetts is a pioneer, has already been amply demonstrated. I suggest for your consideration whether even greater powers of regulation should not be given.

It is evident that in another direction this commission must be given ampler powers.

The abuse of automobiles is not decreasing, it

is increasing. No engineer can take charge of a steam boiler without an examination. A locomotive engineer must serve a long apprenticeship before he is put at the throttle, though he moves only over set rails, on a line where every vehicle but one like his own is a trespasser. The automobile chauffeur, without any examination, sometimes an over-confident young man, sometimes an inexperienced girl, is turned loose on the public highways in control of an engine nearly if not quite as dangerous as a locomotive. Not even a law as to right of way checks collisions with other vehicles.

I recommend that, as the sailing vessel has the right of way over the steamer on the high seas, so the horse and pedestrian shall for like cause be given, as the weaker, the right of way over the automobile on crossroad and highway.

I further recommend the establishment of a board of expert examiners for chauffeurs, acting under the Highway Commission. I recommend that no person, owner or chauffeur, without a certificate of examination in reasonable practical tests in motor management, shall be longer permitted to experiment with dangerous engines on

the roads of Massachusetts, at the risk of the lives of the citizens of this Commonwealth.

#### LABOR.

The General Court of 1906 was especially progressive in labor legislation. It is apparent that, to be effective, the law establishing the eight-hour day needs amendment. It is also apparent that further legislation is necessary, that womanhood may be better fitted for motherhood and childhood for citizenship. It is further evident that legislation is necessary providing that any employee of the Commonwealth becoming cognizant in his official capacity of a violation of the factory laws or of any laws of the Commonwealth should be permitted to report such violation to the District Police.

European nations, not only from religious motives but from motives of social economy and of common humanity, have found it necessary to provide at least one day's rest in seven. If women and children are to be forbidden night work, all workers of all ages and sexes should be given, as far as possible, the one day's rest in seven especially demanded for a people of strenuous



application and high-strung nervous activity. Where work of necessity and emergency enforces employment on Sunday, an opportunity should be given the Sunday toiler for some other day of rest.

The medical examination of minors engaged in industrial pursuits is working well in England and other countries. I suggest for your consideration whether minors with weak lungs or hearts or eyes or joints should longer invite premature deformity or death in occupations dangerous to their physical development. Town after town already is reporting the beneficial effect of medical inspection of children in the schools. Shall not Massachusetts lead also in medical inspection of the children in our factories?

The boy with weak lungs should not be exposed to the flying lint of the cotton mills, though hearty labor in the open air might be not only permissible, but remedial. Let us take those with weak hearts from the treadles, the incipient epileptic from the elevator shaft, that the labor of the young may not become, as it too often does, drudgery that actually hastens the approach of death, but may be such as to promote not livelihood alone but life itself.

I am aware that all these suggestions for more thorough inspection of boilers and for factory legislation mean an enlargement and to some extent a reorganization of the District Police. Such a suggested reorganization is no reflection on the present force. They are overworked by the swiftly increasing calls for their activity, and cannot now perform as adequately as they should even those duties already devolving upon them. Not only an enlarged force but a more definite division into departments is needed.

#### REGULATION OF CORPORATIONS.

The development of the transportation facilities of the Commonwealth demands your serious consideration. The increase of freight traffic on Massachusetts steam roads has been so swift as actually to embarrass the facilities of existing railroads, even with increased rolling stock and locomotives. There does not seem to have been trackage enough nor rolling stock enough nor power enough provided by these public-service corporations to handle our swiftly increasing business.

Corporations deserve fair play as well as individuals ; and it cannot be honestly said that the present highly unsatisfactory service in certain directions is wholly due to corporations and their management. It is notoriously difficult, for example, to get locomotives built fast enough to keep up with the demand.

These facts, however, do not absolve us from hunting down causes of poor passenger service and freight congestion, and seeking a remedy. The results of the investigations by the Railroad Commission will shortly be open to you. The railroads themselves have it in their power materially to relieve congestion, and in cases where they have shown no disposition to exert such power, they should be compelled to do so.

I would suggest, further, that we should encourage adequate appropriations from the national government for harbor approaches to Boston, by moving for the improvement of freight terminals that shall supplement deep water at the docks and in the channels of the harbor.

The New York, New Haven & Hartford Railroad Company has succeeded in Rhode Island and Connecticut in absorbing many street railways.

This tendency has been checked in Massachusetts. Legal proceedings brought by the Attorney-General are to decide whether existing law does or does not permit any steam railroad company to absorb one street railway after another, till all are under one board of directors. Pending action of the courts, I merely desire at present to call your attention to the fact that the question at stake is, whether the control of every express package, every freight shipment, every passenger by through lines or by trolley lines can be vested in one huge corporation.

In the proceedings now pending, the Commonwealth has taken the position that such a complete monopoly of transportation is not possible even under existing law.

The regulation of railroads naturally suggests other regulation. The agitation of years has at last culminated in a national law for the regulation of freight rates on merchandise affected by interstate commerce. It is the business of the State to see to it in other respects that unjust discrimination does not prevail within its own borders.

I commend to your study the laws of other

States against unfair local discrimination against certain sections in the retail prices charged by great corporations for commodities in general use.

#### JUDICIARY.

I urge upon you the necessity of jury reform. When the bench itself in public utterance gives evidence as to the appearance even of the intoxicated, the criminal and the insane on Suffolk juries; when pressure is notoriously exerted to secure places especially on these juries as a compensation for political favors; when men high in social and commercial life similarly exert pressure to be excused from jury service, it is certainly time that the authorities designated by law to prepare the jury lists should be safeguarded from such improper influences. Absolute justice should be forwarded by remedial amendments to the laws affecting the selection of juries, to the end that the corruptionist who seeks jury service and the citizen who evades service may no longer alike hamper the administration of justice and the law.

## BANKS, BANKING AND STOCKBROKING.

The reorganization of the Bank Commission and the banking reform laws of 1906 leave but little to be suggested on this subject. Certain department stores have, however, found a means of evading the spirit of the law, and, under the guise of private bankers, are soliciting deposits by offering rates of interest thereon which are likely to prove tempting to small depositors of the class that habitually use the savings banks. Such depositors do not appreciate that they are in reality lending their money to merchants, at a rather low rate of interest, and that the failure of the department store would wipe their savings out of existence. I recommend the safeguarding of these small depositors against this practice.

Chapter 377 of the Acts of 1906, relative to unauthorized banking, exempted foreign banks from its prohibitions; and they are therefore permitted to do a savings bank business in this Commonwealth in competition with our savings banks, without any restrictions on the investment of their

savings deposits, as in the case of the Massachusetts saving banks, and without any requirement of stockholders' liability, as in the case of the Massachusetts trust companies.

Savings deposited with foreign banking corporations, then, are not subject to the safeguards thrown about savings deposited with Massachusetts savings banks or trust companies; and the Bank Commissioner has no power to take steps to protect depositors until it appears that the corporation is insolvent, its capital impaired or its condition hazardous. The adequate protection of savings deposited with foreign banking corporations should be one of the first acts of your honorable body.

Closely allied to banking is the exchange of financial securities. I commend to your attention the abolition of the so-called bucket shop, or, in other words, of the misuse of market quotations as a basis for public gambling. Any statute on this subject needs to be framed with conservatism and care. Means can, however, and should at once be found, as means have been found in other States, to discriminate between legitimate and honorable trading in securities and a form of mere gambling

whose existence is a fruitful source of embezzlement and larceny.

The bucket shop appeals primarily to those who expect and take a gambler's risk. As great, if not a greater, evil is the swindling not of speculators, but of small investors, by advertisement of bogus enterprises, notably of questionable mining schemes. We prohibit the sale of poisonous patent medicines and of impure foods. We check by laws against stock watering the inflation of values of genuine property that does exist. I suggest to you the propriety of legislation against the attempted sale through misleading advertising of properties which in some cases are known to be worthless by the promoters and which in some cases do not exist at all. Experience has shown that there are methods by which the bogus promoter can be made to feel the strong arm of the law. He should not longer be permitted to seek his prey unchecked in Massachusetts.

#### POWERS OF COMMISSIONS.

Local differences as to which city or town is in this or that particular year to receive atten-



tion in the improvement of harbors occupy a needless amount of time of the General Court. Various State boards are granted an annual appropriation for carrying into effect the purpose for which they are created. I suggest a similar general appropriation for the Harbor and Land Commission, and that all questions as to which harbor needs attention in any given year be referred to this commission, that the time of the General Court may be reserved for weightier matters affecting the entire Commonwealth.

Members of the Harbor and Land Commission, like members of the Railroad Commission and of similar commissions, are permitted to engage in other occupations neither directly nor indirectly connected with their official work. I recommend the repeal of chapter 503, Acts of 1894, — a piece of special legislation, by which this privilege, so great an aid in the securing of competent and efficient men to serve on commissions of a judicial character which do not necessarily occupy the whole of the time of their members, was taken from the Gas and Electric Light Commission.

## THE VOLUNTEER MILITIA.

To its already long and honorable record the organized militia of the Commonwealth adds another year marked by a faithful performance of ordered duty and by an appreciable advance in discipline and efficiency. Detachments from the Sixth and Ninth Infantry were actively on duty at the time of the disaster at Framingham in July, and from the Second Infantry at the fire at Holyoke in December last. In each instance the service rendered was most creditable, receiving ample acknowledgment from the local civil authorities at whose call the troops responded. To maintain a proper *esprit de corps*, as well as to stimulate recruiting, the troops should be provided during the present year with a suitable and soldierly full-dress uniform, for which, in compliance with statute, a special appropriation will be required. In this, as in all other matters affecting the welfare of the force of upwards of six thousand officers and men whose public spirit prompts them voluntarily to serve the Commonwealth, I earnestly recommend the most liberal action on the part of the Legislature.

## STATE FORESTRY.

A Commonwealth that has appealed to the national government to save the forests that guard the sources of our water supply and water power must not neglect her own duties. The scope of the State forestry work cannot be extended with the means at present at our disposal; and I cordially recommend to you a consideration not only of more effective laws in regard to forest fires, in order to save the trees we already possess, but of the laws in regard to forest taxation, that the growing of new forests on lands at present sterile and unproductive may be encouraged.

## DIVORCE.

The divorce laws of Massachusetts have for many years been so generally regarded as a model that a suggestion for their amendment may seem superfluous, especially with the improving prospect of national divorce legislation, advocated for years in Massachusetts. But pending such action I suggest an examination of the laws restricting divorce by collusion, adopted by other States. I suggest to you the propriety of giving

the power and means of at least investigating all uncontested divorce cases to some public official in each county, that it may be known that Massachusetts regards the marriage vow as something more than a social convention to be lightly assumed and as lightly abandoned.

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*Senators and Representatives* : — We have been entrusted by the people with the task of forging their will into law at a time of a peaceful but very genuine social revolution. In such times of popular upheaval there is the greatest possible opportunity of achievement for the public good, so long as the law-making power coolly discriminates between hysterical clamor and sincere appeal, refusing steadily to substitute deformation for reformation.

The discovery of printing and the ensuing revival of learning created a thirst for knowledge and discovery. It sent alike the Conquistadores to Mexico and Peru and the Adventurers and Pilgrims to Virginia and Massachusetts. It took from a class to give to the people a common opportunity to learn.

The new philosophy born of that learning dispelled the mirage of the divine right of kings. It ended the royal power of veto in England with Queen Anne's action of advisement on the Scotch militia bill. It sped the bullet from the rifle of Buttrick at Concord Bridge. It took from a class to give to the people an increasing opportunity to govern.

The free thought that has followed that free government is in our own day taking from a class to give to the people an increasing opportunity to enjoy a true Commonwealth, a more equitable distribution of the fruits of our prosperity, a more even condition of well-being.

This cannot come by hysterical attacks on the rights of property. Wreck capital, and you annihilate labor.

It cannot come by the unwise insistence that great corporations should be let entirely alone. Reasonable regulation is the antidote for confiscation.

It cannot come from a manipulation of the operation of laws by the executive power. It can come by the passage by the legislative power of only such laws as can be enforced.

It can come only by the recognition that fraternity is the first condition not only of equality but of liberty, and that class hatred and religious prejudice have no place in a free republic.

Just a generation ago the first of American philosophers set down, as the last word of his last essay:—

“I see in all directions the light breaking. Trade and government will not alone be the favored aims of mankind, but every useful, every elegant art, every exercise of imagination, the height of reason, the noblest affection, the purest religion, will find their home in our institutions and write our laws for the benefit of men.”

The prophecy was Emerson's. The opportunity is ours.



ADDRESS  
OF  
HIS EXCELLENCY  
CURTIS GUILD, JR.,  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS,  
JANUARY 2, 1908.



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## ADDRESS.

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*Gentlemen of the General Court of Massachusetts:*

It is again my high privilege to express to the chosen representatives of the people my deep appreciation of the important trust they have confided to me. In the execution of the duty thus imposed I have the honor of suggesting to you certain lines of legislation on which I hope we may co-operate in advancing the interests of a Commonwealth that has found it possible to achieve eminent commercial and industrial success without the sacrifice of the high ideals to which from the beginning her career was consecrated.

The need of to-day is peace, and peace with honor, — peace between nations, comity between States, good temper as well as honesty between individuals.

We must enforce, we have enforced the law, whether those who encroach upon its provisions are corporations or individuals.

We must control, we have controlled great public-

service corporations. The alternative of such control is not individualism, but socialism. If, however, there is a year when it is particularly desirable to avoid recklessly sensational onslaughts on property, shattering public confidence, curtailing commerce, checking investment, reducing alike the earnings of capital and the employment of labor, it is this year 1908.

Swift changes in the conveyance of intelligence, in transportation, in industry and commerce have in a bare decade so revolutionized our methods of life as to render necessary not only general restatement and large extension of legislation hitherto adequate, but also the enactment of radical reforms in the methods of government, with sweeping public scrutiny and regulation of great corporations.

For the quiet and sensible adjustment of ancient theories to new conditions it is not necessary to resort to extreme methods, destructive alike of private credit and public confidence. A suggestion to success in this direction it seems to me is the constant memory that the political advertisement of the reformer is of less importance than the genuineness and efficiency of the reform.

I believe that this has been borne in mind in the last two sessions of this General Court. The con-

structive work of Massachusetts in this short period not only is already serving as a model elsewhere, but its new departures have won general and national encomium.

Complete recodification or radical reform has been effected in the laws covering the banking and financial institutions of the Commonwealth, the regulation of the sale of liquor, the control of insurance, the hours, age and condition of labor, the medical inspection of schools and factories, the control of telephones and telegraphs, the extension of the express business to trolley lines, the protection of children in school and factory, the safeguarding of juries, the checking of corruption in elections, and the system of taxation.

Progressive change or radical reform has been effected in the police and excise system of the city of Boston, the Bank Commission, the insurance department, the Gas and Electric Light Commission, the Rutland Sanatorium, the Highway Commission, the Foxborough State Hospital, the State system of education, the Armory Commission, the office of State Forester, the State control of weights and measures, the Bureau of Statistics of Labor, the department of boiler inspection, the State police, and the Massachusetts Volunteer Militia.

These great changes, legislative and executive, have been made, thanks to the methods of the General Court and the temper of our people, without any dislocation of public life or disturbance of private business.

Public-service corporations have found that public regulation knows no favorites. In some, abuses have been corrected; in some, the charge to the public has been materially reduced. In every case, however, the Commonwealth has maintained, as it ever must maintain, quietly if possible, but conspicuously if necessary, the dignity and inviolability of its statutes, no matter what the result.

#### BANKS AND BANKING.

The sound character of the financial institutions of this Commonwealth has never been better demonstrated than in the year just closed. That financial institutions of Massachusetts have not only weathered the recent financial storm without the slightest damage, but have actually been able to afford aid to institutions in other States, is a high tribute alike to the general ability and probity of the officials of such institutions, to the safeguards provided by Massachusetts law for the organization and opera-

tion of such institutions, and to the thoroughness with which they have been supervised under the direction of the present Bank Commissioner.

During the session of 1907 the foreign steamship agents who do a banking business were placed under the supervision of the Bank Commissioner. Foreign banking corporations doing a savings bank business here were also compelled to invest such deposits under the same laws that cover the investments of our Massachusetts savings banks. I believe that the depositor of savings should receive uniform treatment, no matter where his savings are deposited, and therefore recommend to you that this same principle should be extended to trust companies doing a savings bank business.

Such restrictions of course should not apply to ordinary deposits in trust companies. The soundness and solvency of these institutions render any further restriction of their ordinary business not merely needless but undesirable. Such restrictions should extend only to that department of a trust company devoted to savings. The savings depositor who puts his money in any institution authorized by our laws to receive savings deposits, whether savings bank, trust company or foreign bank, should know that in every authorized place of deposit his

savings are subject to exactly the same protection and invested in exactly the same manner which nearly a century of experience has shown to be peculiarly wise and secure.

#### TRANSPORTATION.

The most serious question to be determined in this session is the settlement of the transportation problems of Massachusetts. It should be taken up in a broad spirit, free from prejudice.

Especially should legislative action that is merely destructive be avoided. No policy which has not been thoroughly and carefully followed to its conclusions should be adopted. The burden of proof in any proposed change of management emphatically is on those seeking the change. He who asserts must prove.

It is not an exaggerated charge, but a simple statement of fact, to say that no steam railroad now operated in Massachusetts is giving the service that it should give to the public.

Delay in the shipment of freight and a general tardiness of all trains has marked the service on all of our railroads. The equipment of all lines in locomotives is inadequate. The trackage in the

Commonwealth is notoriously insufficient for the business offered, either in freight or passenger service. Sleeping cars on through lines are not fitted with the conveniences supplied even on trains running between cities of secondary size in the middle west.

We have to consider not the mere punishment of corporations, but how we may provide more tracks, more cars, better and more locomotives. Any one can wreck and destroy; it is our business to create and improve.

The Commission on Commerce and Industry is engaged in a thorough, impartial investigation of the steam railroads of the Commonwealth, and of the causes that have prevented investment in transportation companies in Massachusetts during the last decade. I ask you to continue the life of this commission at least until their report can be completed and placed at your disposal. Detailed and exact knowledge of actual existing conditions should precede any action in any case in question.

Existing law is inadequate to deal with public control of railroads. The Massachusetts Railroad Commission, the pioneer in State control of public-service corporations, should be clothed with ampler powers. It should at least be given the same



control of railroads within Massachusetts that is given to the Interstate Commerce Commission in regard to roads doing an interstate business. It should be given power not merely to recommend but to enforce the use of appliances that will tend to prevent the loss of life or limb on street or on steam railways. It should be given the power to compel steam railways to run their trains in accordance with their advertised schedule, and, if necessary, penalties should be imposed for failure to do so.

I suggest for your consideration, not in any one specific case, but as a matter of general policy, these propositions:—

1. Shall a steam railroad be allowed to control trolley lines?

The intent of the law of Massachusetts clearly prohibits such control. The competition in passenger service and, since the law of 1907, in express service between steam and street railroads is, I believe, healthy, and should be maintained.

2. Should an express company be permitted to control a railroad, and through a railroad freight rates?

I believe that the influence of express companies in the control of railroads hampers their development and tends to damage the general interest of the pub-

lic. I believe that the ownership of railroad stocks by express companies should be discouraged.

3. Should railroad companies be permitted to own or to control or to establish steamship lines?

Under a Massachusetts charter, which we all desire for all roads in this Commonwealth, even beneficial extension of business along these lines is practically impossible. Let me give you a sketch of a possibility: —

The Argentine Confederation imports cottons (they are manufactured at Lowell and Fall River), shoes (they are made at Lynn and Brockton), machinery (it is manufactured at Athol and Orange and Worcester and Springfield and Fitchburg), furniture (it is the product of Gardner and Ashburnham), woollens (the new plant at Lawrence is the largest in the world). The same country exports chiefly hides, for which Boston is the first market in the world; and wool, for which Boston, except London, is the largest market in the world. If a Massachusetts railroad should wish, for example, to run a line of steamships from Boston to Buenos Ayres, why is not that manifestly a splendid, logical, evident opening for Massachusetts enterprise, and why should it be prohibited?

4. Should one steam railroad be allowed to control another?

Such control, whether through ownership of stock or otherwise, directly or indirectly, is at present forbidden by statute.

I believe that on certain terms permission for some union of interests not in violation of any national statute might be granted. Such permission, however, should not precede a thorough examination of the real condition of the two roads involved, and, if granted, should be accompanied by changes in law giving the Railroad Commission greater powers of public control, together with other changes, as to which I may have something to say later, further safeguarding the public interests.

We have three steam railroad systems in Massachusetts: one is a Connecticut corporation, one is dominated by an express company with headquarters in New York, one is leased by the New York Central Railroad, and cannot be combined with the others without violating the national law prohibiting the consolidation of competing lines doing an interstate business.

This condition is bad. The surrender to any outside corporation of all local control of Massachusetts transportation would be worse. The loading up of railroads with heavy permanent fixed charges, as the result of long leases, has been as unfortunate for

the public as for the railroads. One condition must at all events be enforced in any proposed consolidation: stringent permanent provisions should be made against any control of any New England road by any corporation, American or Canadian, with an Atlantic terminal for eastbound freight anywhere outside New England. I believe any possible combination should be effected not by a lease imposing permanent extravagant fixed charges alike on the corporation and the public, but by a community of interest between two systems both of which in Massachusetts should run under Massachusetts charters, each supplementing the other, with headquarters in Boston, and managed solely for the development of New England.

I believe it is worth trying by new legislation not merely to escape the surrender of the relics of New England control which we at present possess, but to recover the control that we have already lost, that not merely New England legislatures but New England railroads may strike at the shackles about New England commerce, and stimulate New England industry.

## HIGHWAYS AND AUTOMOBILES.

Last year the General Court adopted in part my recommendation that the automobiles, which more than any other vehicle destroy the surface of the State highways, should be made to pay through a tax, in the form of an annual registration fee, for the repair of the roads they destroy. The present tax is inequitable. It should be so graded that the heavy touring car, which does serious damage, should not escape as at present with exactly the same light tax laid on the small and comparatively harmless runabout.

The Highway Commission is not authorized by law to enforce the attendance of witnesses nor to pay witness fees at hearings. Consequently, many strong cases, where licenses should be suspended or revoked, are never presented. This authority to compel the attendance of witnesses should be given.

The highways of Massachusetts are admittedly the best in the country. They have made this Commonwealth the Mecca of automobile tourists from other States, who pay nothing for the support of the roads they help to destroy. I recommend that automobiles coming from outside the Common-

wealth be made to conform to all regulations made for those owned inside this Commonwealth, and that all automobiles operated within this Commonwealth for over seven days by outside owners be subjected to the same tax for road repairs imposed for that purpose on automobiles owned within the limits of Massachusetts.

#### CONTROL OF ANIMAL DISEASES AND PRODUCTS.

The maintenance by Massachusetts of her position as the first agricultural State in New England, measured by the value of agricultural products, is a matter of pride. The steady increase over even the record-breaking value of \$64,000,000 in the census year 1905 is even more encouraging.

The Cattle Bureau should be set upon a more permanent footing. The salary of the chief of the Bureau and of the chief clerk should be increased. The tenure of office of the chief should be made longer, as in all other departments; and the clerical service throughout, as elsewhere, placed on a permanent basis under the civil service act. The chief should be given authority to enforce the filing of reports with him. A general revision of all law in regard to rabies, glanders, tuberculosis and other

diseases of animals should be made, placing all regulation under one authority. Conditions now troublesome through the operation of special legislation should be made uniform throughout the Commonwealth, by the enactment of general law with more clearly defined provisions as to which official is or is not responsible for its enforcement.

The whole question of the supply, shipment and condition of milk needs, in my opinion, special investigation. When it is shown that shipment of milk from Massachusetts farms to New York costs less and can be made with more convenience than shipment from the same farms to Boston, when the chief of the Cattle Bureau makes himself responsible for the statement that most of the milk sold to the public is two or three days old, it is evident that even the good work now being done can be improved upon. Milk is the food of the invalid and the little child. No food should be the subject of greater solicitude for cheapness and purity than that which is to make strong the weak and the helpless.

#### PROTECTION FOR SHELLFISH.

The lobster is swiftly vanishing from the coast of New England. This loss of an important article

of food is partly due to the general reckless destruction of the crustacean. It is also due to the utterly unscientific methods hitherto used for the animal's preservation. The egg-bearing animal is not the chicken lobster, but the large lobster, whose destruction has been especially encouraged. I recommend the passage of a law permanently prohibiting the use of lobster pots with rings large enough to permit the entrance of lobsters of the breeding age. It may also be necessary to establish temporarily a close season for all lobsters. It is almost impossible to prevent the catch and sale of lobsters by a test based on size. It is easily possible to enforce the use exclusively of lobster pots or traps having a ring permitting the entrance of no lobster larger than a certain size established by law.

#### PERSONALITY OF STATE COMMISSIONS.

On assuming office, I found the various commissions of the Commonwealth, paid and unpaid, temporary or permanent, filled almost entirely by representatives of the professional, the commercial, the leisure classes. The farmer and the wage earner were with rare exception unable to perform such public service. The farmer must hire some one to



do his work when he leaves it, the wage earner who gives a day to public service forfeits his day's earnings. A merchant called to public service may leave his business for a short period without serious financial loss, but wage earners, farmers and perhaps others cannot give a day to public service without encroaching on the fund available for feeding and clothing their families. I ask that the Governor and Council be given authority to reimburse commissioners, within the limits of any future appropriation for any unpaid commission, or when citizens are officially sent to represent the Commonwealth at national conventions, to reimburse such delegates to such extent as may be found by the Governor and Council to have been necessary by their giving as commissioners or delegates their services to the Commonwealth.

The total expense thus incurred in any given year is not burdensome to the community, though highly important to the individual. Equality before the law demands that no class of citizens should be debarred, by the necessity of sustaining personal loss, from accepting an opportunity to give, when desired, the benefit of their knowledge and experience to the Commonwealth.

## CIVIL SERVICE.

The Civil Service Commission is steadily increasing its usefulness. Its compensation is ridiculously inadequate, its quarters are insufficient. I urge upon you a more adequate compensation, the enforcement of the daily attendance of at least one member of the commission at the office of the commission during business hours, and the provision of decently adequate quarters for this most important department.

## CORRUPT PRACTICES.

The General Court last year forbade all corporations under supervision or regulation by the Commonwealth to contribute to campaign funds. I rejoice that such action was taken. I ask you to join me in extending that prohibition to all corporations, regardless of their character, not alone that we may secure a greater measure of purity in public elections, but that we may secure higher business ideals in the management of corporations. An individual has a right to give away his own money, firms have a right to give away their own money, for any legitimate use they may desire. The officers

of a corporation, however, have no right for any reason to give away money which is not theirs for purposes other than those connected with the business of the corporation. Still less have they the right to make expenditures which do not appear in the corporation accounts, and of which the stockholders are ignorant. The Legislature of 1906 voted no money out of the public treasury even to the sufferers by fire and earthquake at San Francisco. They contributed out of their own pockets. I commend this example of conduct of the over-abused legislator to the over-extolled business man. Let us forbid any corporation of any kind to contribute to any political organization.

Every candidate for public office, every man who holds public office, is now subjected to a pressure for enforced contributions, in part exerted by so-called political workers, but especially exerted by inconsiderate clergymen and benevolent associations. The demands of churches and of charitable and benevolent associations for money from public officials or candidates for public office are little less to be condemned than the demands for money from men who sell their political convictions for hire. I recommend that the solicitation of funds from officials and candidates, whether directly for political

service or for spaces in programmes, for ball tickets, for fairs or bazaars, or for any purpose whatever, be prohibited.

It is time that a halt was called on practices which, even on the part of well-intentioned people, handicap a man of modest means from becoming a candidate or for holding public office in this Commonwealth.

The same principle imperatively demands some restriction on the hiring of men to work at the polls. It is a known fact that this so-called legitimate expenditure, now subject to no limitation, has been used as a cover for direct bribery. The purposes for which men may be hired and the number should be clearly limited by law, and the bribing of voters under the pretence of hiring workers should be made a penal offence.

#### TAXATION.

During the recess your commission appointed for the purpose has made a thorough and most painstaking investigation of the methods of taxation in this and in other Commonwealths. I commend the result of their labors to your careful consideration.

Every year the Commonwealth is called upon to

relieve the cities and towns from this or that source of expense. The Commonwealth has recently relieved or is relieving cities and towns from the care of the insane, from the care of victims of tuberculosis, from the necessity of building and maintaining armories for the Massachusetts Volunteer Militia. Local taxation should be reduced, as these burdens are lifted.

It is only a question of time when local expenses will be further reduced by the adoption of a State police force and a State excise commission. Sooner or later public opinion will demand especially that country towns must not vote for prohibition as a matter of public record and actually encourage gambling and the illicit sale of liquor, if nothing worse, in inns and road houses as a matter of private revenue.

Sooner or later public opinion will demand that in the interests of efficiency, not in certain cities and towns but in every city and town the police shall be divorced from local politics, and managed from a central authority in a uniform system, guaranteeing permanence in office, freedom from political influence and encouragement to a fearless enforcement of the law.

The course of the General Court under the pres-

sure of certain combined local political influences has been utterly illogical. It has steadily relieved cities and towns of one burden after another, and as steadily stripped the Commonwealth of one source of revenue after another, to the encouragement of extravagance in local administration by giving cities and towns a revenue that logically and legitimately belongs to the Commonwealth.

This is in part true in regard to the revenue from liquor licenses. It is notoriously true as to the corporation tax. The corporation is a creature of the State; it is controlled by the State; expenses publicly incurred on its account are borne by the State. Universally, except in Massachusetts, the corporation tax—which is, after all, an excise tax—is given to the State. Here the greater part of it, with fine lack of logic, is returned to cities and towns, and in such an unscientific and inequitable manner that communities least able to bear taxation receive little or no relief, while communities best able to bear financial burdens are relieved largely of local taxation.

Under the present inequitable system, the city of Boston pays in direct State tax one million and a half, and receives back in distribution of revenue from the corporation tax nine hundred and eighty

thousand dollars. The town of Brookline pays one hundred and twelve thousand dollars in direct taxes, and receives back in corporation tax distribution two hundred and two thousand dollars.

The struggling city is mulcted half a million a year, while the rich town actually collects for its own local expenditure out of the treasury of the Commonwealth ninety thousand a year by the operation of the present absurd and illogical system. Lynn pays to Massachusetts seventy-five thousand dollars in direct State tax, and collects in distribution of corporation tax but forty-two thousand dollars. Nahant, however, pays in direct State tax but eight thousand dollars, and collects from the Commonwealth twenty-five thousand dollars. The struggling little hill town of Charlemont, with bridges and highways to maintain for the general use of the public on through routes of travel, collects but thirty-six dollars on the distribution of corporation tax, but is forced to contribute five hundred dollars — fourteen times what it receives — in direct State tax. The rich and prosperous city of Springfield, on the contrary, contributes one hundred and three thousand dollars in direct State tax, and draws out of the State treasury in distribution of corporation tax over one hundred and twenty thousand dollars.

The amount thus stripped from the State and

inequitably distributed is just about equal to what we are now forced to raise by direct State tax.

Governor after Governor has incurred local unpopularity in favored towns and cities, by calling attention to this gross injustice; but injustice it is, and for the third time I ask for its correction. Return the corporation tax to the State, and lift the direct State tax from the people.

Our State revenues are now assailed by the national government as well as by the local governments. My radical difference of opinion with the President on a single point will not, I am sure, be taken by him or by you for any general censure of a national administration whose cleanliness and courage will be better appreciated in the future than it is in the present, or even than it has been in the past. The evil that the President is honestly seeking to cure is tax dodging by the transfer by a wealthy citizen of his legal though not his actual residence from one State to another.

I believe that evil can be and should be cured by State legislation, and that uniformity of such legislation should be one of the topics of the convention of Governors which the President has wisely called for next May.

I should be false to my duty if I failed to call to your attention the attempt to transfer the taxation



of inheritances from the separate States to the nation. Such taxation is the legitimate source of revenue of the Commonwealth. At the recent international convention of experts in Columbus, national taxation of inheritances was specifically condemned without one dissenting vote. If such a national statute is even constitutional, it should especially be resisted at a time when its operation means simply the taking of needed revenue from the several States to swell the gorged condition of a national treasury bursting with a surplus.

At the recent National Tax Convention interstate and international comity was for the first time recognized. I commend all the resolutions of this convention to your attention, but particularly those covering double taxation. It is unjust that property existing, for example, in New York, should be by succession tax taxed once in New York where it exists and again in Massachusetts where the heir resides. It is equally unjust that property, let us say mines or real estate, existing in the United States, should be taxed once in the country where it is and again abroad where it is owned, or vice versa. I trust that Massachusetts may take the lead, even at some slight sacrifice to her own revenue, if need be, in inaugurating a campaign for

interstate and international comity; a campaign against the double, sometimes triple, taxation possible under present conditions; for fair play to every man all around, whether the man in question is or is not a Massachusetts citizen or an American citizen.

#### MUNICIPAL GOVERNMENT.

A pressing problem of the day is municipal government. Foreign and domestic critics of American governmental methods have united in condemnation of our local and municipal methods. Honorable gentlemen with high ideals elected as chiefs of municipal governments have found their hands so hampered not in one city but in many that they have failed, on account of legal restraints, to accomplish desired reforms. All over the nation municipal government is particularly the subject of discussion and investigation. Some critics in their despair are urging the complete abandonment of the principle of local self-government. Such abandonment as a permanent and general policy I cannot believe to be wise. If the people cannot be trusted to govern themselves, government by the people is a failure.

I urge the authorization of a thorough examina-

tion by a suitable body of the whole question of municipal government.

This body of men should consider what local functions should be transferred from city to State; how the average voter in municipalities (now as a matter of fact if not of law freed from all direct taxation) may have it brought home to him when as a result of his vote extravagant government increases local burdens; the adoption of a uniform system of accounts; the possibility of a uniform charter for general adoption, including all municipal reforms susceptible of general application.

Massachusetts can perform no greater service to the Nation than the inauguration, not merely in individual instances but as a matter of general policy, of a new system of municipal government which shall make existing abuses and patchwork finance impossible in any local government in the Commonwealth.

Already a substantial beginning has been made in this respect by the financial statistics now being collected in accordance with chapter 296 of the Acts of 1906, and to be presented by the Chief of the Bureau of Statistics of Labor in a form which will permit comparisons to be made of the balance sheets of the 354 municipalities of the Commonwealth.

A body of men eminently suitable for this work already holds the high esteem of the people, and a conspicuous object lesson for the practical trial of the new reform is offered at hand and to-day.

The one city needing special attention is the capital of the Commonwealth, though frankly it is to be doubted whether local misgovernment is greater or even as great comparatively in this city as in some of the smaller municipalities. The condition of Boston, however, under the searchlight of the finance commission notoriously and admittedly reveals unhappy evidence of debt, extravagance and maladministration.

Extraordinary conditions demand extraordinary treatment. The finance commission was not appointed by the Governor. It does represent the great bodies most vitally interested in good government in this city. It is composed exclusively of citizens of Boston. It has shown that it can be trusted to undertake in an absolutely non-partisan spirit broad principles of reform. With a full understanding of the departure from all previous precedents which this recommendation involves, I urge upon you that the reorganization of the municipal government of Boston be further forwarded by the immediate passage of a measure permitting the mayor of Boston, with the approval of the finance com-

mission, to reorganize all executive departments of the city government of Boston and to fix the appropriations for the new fiscal year. The mayor should not be permitted to act without the approval of the finance commission, and the finance commission's recommendations should be subject to the approval of the mayor.

The experience thus gained is, I believe, not merely necessary to take the municipal government of Boston out of party politics, but this experiment for one year would, I believe, be of the highest value in forming a complete scheme, a general uplift not in Boston merely but throughout the entire Commonwealth of Massachusetts, of methods of local government. I ask that this finance commission and this newly elected mayor of Boston be authorized to join in leading not Massachusetts merely but the whole United States in the consideration and construction of a framework for municipal government on broad principles of general application.

I believe these men are worthy of the trust, and I believe that in this needed national reform Massachusetts and Boston should lead.

## STATE POLICE.

Recent legislation giving the State Board of Health supervision over sanitary conditions in factories has apparently weakened the power of the State police to enforce the State building laws. I urge upon you the consideration and revision of the laws governing the inspection and control of buildings, that there be no conflict of authority, and that the public safety be preserved.

## STATE PRISON.

The State Prison of Massachusetts is at present sufficiently large to meet the needs of the criminals there confined. At any time, however, it is likely to become crowded. I respectfully suggest that attention be given to the utilization of the splendid institution at Concord for the purpose for which it was originally intended, — that is to say, a State Prison. It was built for that purpose, and not for a reformatory. The buildings at Concord will easily accommodate a much larger number than those at present confined at the State Prison, and the sale of the buildings and grounds at Charlestown would provide nearly if not quite sufficient funds for the

building of a new State reformatory on modern designs, with modern appliances, larger grounds, and in more appropriate surroundings.

#### TREATMENT OF THE INSANE.

Public opinion has hitherto been directed to precautions against the incarceration of the sane in public institutions for the insane. Only by recommendation of the courts, backed by at least two specialists, can a person be committed to an insane asylum. The pressure on superintendents and public officials for the release of the demented, even of those of homicidal tendencies, is constant and powerful.

It is extremely difficult to commit a person to an insane asylum. Though a vote of a board of trustees is legally necessary to secure release from an asylum, the only actual safeguard is the decision of any one superintendent. Recent terrible events consequent on the release of a homicidal maniac have, I hope, sufficed to correct maudlin sentimentality in regard to the discharge from custody of the insane. The law to-day requires that no person shall be put into an insane asylum without the joint recommendation of two specialists in insanity,

approved by a court. I ask you that in future no person shall be loosed on the public from an insane asylum without the joint recommendation of two specialists in insanity, approved by the same court that committed him. If justice to the individual demands that confinement in an asylum should be permitted only on elaborately detailed proof of insanity, justice to the community demands that release to range at large should only be permitted on an absolutely equivalent proof of recovery and sanity.

#### TREATMENT OF INTEMPERANCE.

During the year it has become necessary completely to reorganize the State hospital for intemperates at Foxborough. That institution is a somewhat illogical part of a wholly illogical system. The insane and the intemperate should never be confused nor treated together, as they are at present. A new board of trustees, carefully chosen from experts qualified to deal with the problem of intemperance, has already reorganized this hospital as far as it can be reorganized under the present statute.

The laws governing the treatment of those afflicted with habits of intoxication should be radically changed. At present the precise treatment of in-



temperate persons is determined, in the absence of any law of classification, by the personal opinion of the different judges. Some general classification, based among other things on the age and the number of offences of the person in question, should be made. The institutions of Massachusetts should be graded in a progressive order for the proper care and control of this curse at different stages of its development. The dissipated boy who may be reclaimed should find himself side by side neither with the hopeless sot nor with the convicted felon. The woman, honest and free from all taint but the appetite for drink, should not share the confinement of the prostitute and the thief.

It is wholly illogical to support a hospital for the cure of the drug or alcohol habit in men, and to provide no similar institution for the cure of the same habits in women. Experience has shown that the sexes are best treated separately and in distinct institutions.

Let us reorganize the laws covering the public offence of drunkenness. Let us systematize the institutions where those suffering from drunkenness must of necessity be confined, but let Massachusetts lead the way in the recognition that this offence against decent living is not so much a crime that must be punished as a mania that must be cured.

## THE PROBATION SYSTEM.

In the reorganization of the code of Massachusetts in connection with the treatment of intemperance, your committee on judiciary can in my opinion do no more useful work than to consider the need of an extension and modernization of the present probation system.

The merciful character of our laws in regard to putting cases on probation has encouraged ingenious young criminals to move from one district to another, that if detected they may seek at least to be placed on probation in one court after another, and thus escape the penalty for their misdeeds. The organization of regular gangs of disorderly young men in Boston and vicinity is believed to be due to this fact.

Every judge should have on his desk at all times a corrected list brought down to date of those who have been dismissed on probation, no matter where their offence was committed. Every probation officer should be possessed of a similar list. Every probation officer should be obliged by statute to furnish some central office a daily report of names and offences confided to his supervision, and of names dismissed from such supervision on their rehabilitation as law-abiding members of society.

It is of little use to maintain an expensive police force, if, in the absence of definite information as to previous offences in other parts of the Commonwealth, judges, deceived by a plausible tale as to the offence that has caused arrest, continue to put on probation habitual offenders against temperance, law and order, and petty larceny. There should be a central clearing-house, so to speak, for probation officers, under the control of the courts, to which detailed information should be given and from which information should be disseminated alike to all probation officers and to all courts.

All probation officers are appointed by the courts. The commissioner or commissioners in charge of this office should be appointed by the Supreme Court, that the Massachusetts tradition of separating the judiciary from any hint of political influence may be maintained.

#### JUDICIARY REFORM.

Last year I had the honor of calling the attention of the General Court, and I am happy to say effectively, to the need of reform in the selection of juries. The laws of the Commonwealth in prescribing maximum and minimum sentences for the same

crime leave to the discretion of the individual judges the precise penalty to be suffered by many classes of criminals.

Judges, like other men, differ, and the executive power is constantly confronted with the consideration of terms of imprisonment of criminals guilty of exactly the same offences, but doomed by different judges to very different terms of imprisonment. In certain of the lesser courts this inequality is being corrected by constant conferences of the members of the local bench. This custom cannot be too highly commended. I recommend that the chief justice of the Superior Court be authorized at his discretion from time to time to call judges of the Commonwealth to a conference on such matters as may to him seem fit, that the personal equation in issuing sentences to convicted criminals may as far as possible be eliminated, and that, as far as possible, the same offence, no matter where or before whom tried, may meet with the same penalty.

Again, recent notable trials have drawn attention to the utter unreliability of so-called expert testimony as at present applied in our courts. Perjury of course cannot be alleged in a matter of professional opinion, yet it is notorious that professional experts of apparent respectability are constantly

brought forward respectively by plaintiff and defendant, testifying in exact opposition to each other. The present system, providing merely that both plaintiff and defendant may bring forward their own experts, tends to confuse a jury. Protracted cross-examination and professional controversy on the witness stand between, for example, different schools of medicine, is not conducive to securing the ends of justice.

A solution of the difficulty is not easy. I believe, however, the evil might be alleviated if not absolutely cured by permitting the court of its own volition to appoint disinterested experts, who should have no connection with the case for the plaintiff or the defendant, or with such experts as either might summon. It might be also advisable to permit both parties to a suit to unite in an application to the court to appoint an expert or experts for a particular case, agreeing that such appointment shall be the exclusive source of expert testimony in that case.

In either event, reasonable compensation, to be determined by the court, should be paid by the county in which the case is tried.

## BUREAU OF STATISTICS OF LABOR.

The original functions of the Bureau of Statistics of Labor, as set forth in the act creating this important department, — the first of the kind in the world, — nearly forty years ago, have been gradually expanded by successive legislative enactments. I recommend a codification of the numerous acts, defining its duties, and that consideration be given as to whether its field of usefulness in promoting the welfare of our people and the industrial prosperity of the Commonwealth may not be still further extended.

## CHILD LABOR.

The last Legislature prohibited night work in factories for women and children. I ask you to consider the adoption of the eight-hour day for all children under sixteen years of age. I also ask of you that not merely a certificate of age but a medical certificate of health shall be required before any minor is set at work at any occupation. The epileptic boy must be kept from the elevator. The tuberculous child must be kept from the emery wheel and the cotton card. The child with spinal weakness

must be kept from employment where the backless bench or the wooden chair create a cripple, not a citizen.

#### SCHOOLS AND EDUCATION.

In 1906 Massachusetts became the pioneer State in demanding that all her cities and towns should enforce medical inspection of school children. An amendment to the bill, introduced in the last stage, has made it possible for some towns to evade the general law which most of the cities and towns of Massachusetts have gladly accepted. In order that every child in the public schools in every town should share the benefits of medical inspection, it is necessary that chapter 502 of the Acts of 1906 should be amended by striking out those words in the seventh section of the law which limit expenditures for medical inspection to specific appropriations for that particular purpose. Healthy childhood means healthy citizenship, and no town can afford to practise false economy at the expense of the health if not of the lives of its school children.

Under the administration of Governor Douglas the Commonwealth inaugurated a plan of industrial education which means much for the future development of the industries of this State, and which I

have earnestly endeavored to forward. The State Board of Education has since planned for partial training in the mechanical and agricultural pursuits in connection with the ordinary high schools of the Commonwealth. This plan traverses to a certain extent the scheme for industrial education involved in the appointment of the State commission dealing exclusively with industrial education.

Legislation is necessary that there may be no further conflict of authority. The Commission on Industrial Education will pass out of existence a year hence unless legislation making it a permanent body is enacted. Mere manual training in connection with the public schools is valuable in directing the interest of the child toward its life work. It cannot fully fit him for that work. If it is desired that thorough and high-grade instruction in technical training shall supplement the ordinary school instruction of the Commonwealth, it will be necessary to put the Commission on Industrial Education on a permanent basis, and to give it charge of special technical schools for thorough and complete instruction.

The present condition is one of constant confusion of authority between the State Board of Education and the Commission on Industrial Education, and



is not only illogical and indefinite, but is actually checking the extension of instruction along these lines.

#### STATE AND NATIONAL DEFENCE.

During the year the Massachusetts Volunteer Militia has been, in accordance with the statute of 1907, brought into close conformity with the national establishment. The Attorney-General and the Judge-Advocate General have seen to it that the reorganization traversed no provision of the Constitution. Both the Naval Militia, as the sea forces of the Commonwealth are now termed, and the National Guard, as the land forces are now termed, have won high official encomium. In marksmanship, whether by rifle or cannon, Massachusetts leads the Union. It has further been demonstrated that a United States cruiser in poor repair can be taken to sea, cleaned, put in order, taken up and down the Atlantic seaboard and returned to the national authorities at the end of two months in better condition than when she left the Navy Yard, without the help of one officer or man, commander, engineer, electrician, navigator, down to the last man in the stokehole, — who was not a member of the Massachusetts Naval Brigade. Not only our sailors but

our infantry and coast artillery have shared in the manœuvres of the men, and indeed in the case of the Eighth Infantry at West Point in the work of the officers of the regular forces. The reports to the military and naval authorities at Washington show that the soldiers and sailors of Massachusetts need not fear comparison even with the regular army and navy. The cavalry, which has until recently lagged behind the other arms of the service, has received a notable upward impulse. New special regimental devices, making all uniforms more attractive, are expected to aid in recruiting. The need of better opportunities for land and sea manœuvres will be laid before you by the retiring Adjutant-General, and I trust may receive your support. It is due to the retiring Chief of Staff to say that in no one year in the history of the Commonwealth have such wide-reaching reforms been accomplished in the Massachusetts Volunteer Militia. Never has the work of a Massachusetts officer called forth from impartial professional critics, alike in army and navy, such high praise as has the administration of the Adjutant-General's department by Major-General James P. Parker, retired.

## THE FLAG OF MASSACHUSETTS.

The white flag of Massachusetts, the emblem of the Commonwealth, floats above a State House where one law after another has been framed that has been copied or imitated later by other States or by the Nation. Side by side with the National colors the stainless flag of the Bay State, with the Indian and the pine tree, has stood in the forefront of the battle line, and the eyes of the dying Massachusetts volunteer have lighted at the sight before they closed. The seal of the Commonwealth is established by statute. The flag, its ancient emblems dating back to the foundation of the original colony, exists only as the result of executive orders, dependent alone on the Commander-in-Chief.

I ask you that the flag as it at present exists be preserved forever by statute, that it may never be changed by the whim of a governor, as it now at any time may be, but only by permission of the people, through their representatives.

I further ask you that in future every public armory, arsenal, hospital, every institution of Massachusetts, be ordered to fly the white flag of the Commonwealth, that the emblem may remind every State official of his responsibility; that it may inspire those

who work beneath its folds to uphold our ancient traditions and ideals; that the passing traveller, attracted by the sight, may understand that not only the soldier, but the ignorant, the unfortunate, the diseased, the afflicted have no truer friends on earth than the people of the Commonwealth of Massachusetts.

*Senators and Representatives:*—Let us be true to our task. The miner, the assayer, the smelter, all the workers who take gold from the ground that it may be added to the coinage of the world, do not concern themselves with the kind of national stamp which is later to be put upon the product of their labor. It is their business to produce pure gold that will ring true, no matter what nation's stamp it may bear.

Let us be true to our task. Debates in this historic building on this or that policy that ought to be pursued by our own or by foreign nations have not been of particular value to the United States or to the world, but legislation enacted here honestly and sincerely for Massachusetts has been the basis for legislation not only in other States, not only in the United States, but in other nations. It is our duty, our only duty, to produce good legislation for

Massachusetts. If we do produce such legislation, we may find, as our predecessors have found, that in doing good work for Massachusetts we help not only in the Nation's work but in the world's work.

This year at Provincetown and at Gloucester, town, Commonwealth and Nation have commemorated the founders of New England. Our institutions are founded on the rock of their ideals; the construction must be our own. Not the blood of the Pilgrims only, — Hollander, Scottish, Irish and Venetian blood ran in the veins of those who at Provincetown extolled the Anglo-Saxon origin of this Commonwealth. In one sense Boston is no longer a Puritan capital. In one sense Massachusetts is no longer a Puritan Commonwealth.

It is a proof of the nobility of a nation that its principles should attract the support of the active, the able, the aspiring, among all the complaining millions of men. The Cæsar who stretched the Roman Empire's borders to their farthest limit was not born in Rome. Was Trajan less a Roman because he was born in Spain? The victorious sailor who gave the flag of the United States a meaning among the navies of the world was not born in America. Was Paul Jones less an American because he was born in Scotland? The greatest soldier that ever

led a French army to victory was not born in France. Was Napoleon less a Frenchman because he was born in Corsica? The prime minister who set the crown of the Indian Empire upon the head of an English queen was of that tragic race without a country. Was Disraeli less an Englishman because he was born a Jew?

So we, Puritan in origin, are no longer Puritan alone. Nor is this Massachusetts of ours unworthy the Massachusetts of Andrew and Sumner, of Hancock and Adams, of Endicott and Winthrop.

There was a time when the best brains of Massachusetts strained to the task of escaping the laws that Parliament made for us. To-day Harvard alumni with Massachusetts training sit at Westminster to make laws for England. Our ancestors knew China but as the mysterious country which the English poet coupled with Peru as the two opposite limits of the earth. Within our own generation we have seen a soldier from Salem at the head of a Chinese army save China from anarchy for law and order. Every visitor to our Executive Chamber passes the pictured figure of the Cambridge diplomat who made a place for China at the council table of the nations.

A half dozen desperate sailors fling forth their

lives to the risk of drowning and explosion with Hobson at Santiago. One of them is a boy from Lowell.

Cuba and the Philippines bring upon the United States new and untried responsibilities. The only man who in both West Indies and East Indies is a success in the field, in diplomacy, in civil government, is a Massachusetts soldier.

The Vatican seeks a pioneer to transact the important and delicate mission of establishing necessary privileges at Tokio. Among the prelates of the world the ablest and the fittest for the task is found to be a Massachusetts clergyman.

The most venerable association of scholars in France after a seclusion of centuries seek light for the first time on the development of the language and letters which belong to us as well as to the birth-place of Chaucer and Shakespeare. The authority they welcome is the Massachusetts historian of American literature.

Czar and Mikado seek to end a contest by land and sea that shakes the world. The messenger of peace is a Speaker of the Massachusetts House of Representatives.

Shall we concern ourselves with the place from which the ancestors of these men came, whether

the blood of their forefathers was English or Irish or French or Hollander or German? As well claim Abraham Lincoln as merely of Massachusetts because his ancestors came from Hingham.

Let us rejoice at the high example of those who have gone before us, but let us exult that to-day the men of Massachusetts, men of our own new and splendid race, the American race, not only uphold the best ideals and lofty purpose of the Puritan Commonwealth of Massachusetts, but are extending the name, the influence, the honor of the American Commonwealth of Massachusetts to spheres beyond the Pilgrim's wildest dream, to lands where even the name of the Puritan is unknown.

Let us strive to be worthy the ideals of our forefathers in past centuries. Let us be not less worthy the achievements of our brothers of to-day.









ADDRESS  
OF  
HIS EXCELLENCY  
EBEN S. DRAPER,  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS.  
JANUARY 6, 1910.



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1910.



MASSACHUSETTS STATE  
LIBRARY  
AUG 7 '39

## ADDRESS.

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*Gentlemen of the General Court of Massachusetts :*

In presenting my second message for your consideration, I desire first to thank the people of Massachusetts for their renewed expression of confidence in me.

### FINANCES.

The net direct debt of the Commonwealth of Massachusetts on Dec. 1, 1909, was \$18,980,755.42. This debt on Dec. 1, 1908, was \$17,669,372.69. During the past year, therefore, the net direct State debt increased \$1,311,382.73. The net metropolitan debt, or contingent debt, as it is called in the Auditor's report, was, on Dec. 1, 1909, \$60,676,311.03. On Dec. 1, 1908, this debt was \$60,428,223.14, — so that this debt has increased during the past year \$248,087.89. There have been issued during the year, charged to the net State debt for permanent improvements, new bonds amounting to \$2,326,300, while bonds have been paid amounting to \$2,552,500. The metropolitan debt was increased by bonds issued for per-

manent improvements amounting to \$1,643,000, and was decreased by payment of bonds to the amount of \$8,000 and a contribution to the sinking fund of \$1,386,912.11.

The receipts from miscellaneous sources of revenue during the year ending Dec. 1, 1909, were \$7,-694,776.10. The State tax was \$4,500,000, so that the total revenues for the year, exclusive of cash on hand, amounted to \$12,194,776.10. There was paid out for expenses during the year \$12,822,559.24, so that the cash on hand was quite substantially reduced from Dec. 1, 1908, to Dec. 1, 1909.

We have in the last year, in both classes of debt, issued bonds for permanent improvements, but we have not increased either class of debt as much as the amount of such bonds. The net debt was, however, in each case greater on the first day of December, 1909, than it was on the first day of December, 1908.

The annual charge for interest on the net direct debt in 1909, reckoned at  $3\frac{1}{2}$  per cent., would be something more than \$650,000 a year; while on the metropolitan debt the annual interest charge, which has to be paid by the metropolitan district, at the same rate of  $3\frac{1}{2}$  per cent., would be more than \$2,100,000 a year.

I call these matters to your attention, and ask you to seriously consider whether it is not time, in making your appropriations, to provide for a substantial payment each year on the principal of the net direct debt. It also seems to me that it is time that the principal of the metropolitan debt should begin to be decreased, as the annual interest charges are constantly growing larger and becoming a heavier burden.

The expenses of the Commonwealth were materially enlarged during the past year because of the greatly increased number of unfortunate people who had to be cared for in our various institutions, and we must expect this to be larger in the future. This fact should be taken into consideration in making your appropriations for the current year. It is obviously necessary, with the finances of the Commonwealth in their present condition, to practice economy in every expenditure, and certainly no large new undertakings should be started which are not absolutely necessary, except those which are for the proper care of our sick and unfortunate.



MUNICIPAL ACCOUNTING AND REGISTRATION OF  
MUNICIPAL LOANS.

The Bureau of Statistics is doing a large amount of work in connection with municipal accounting reform. It is a legitimate function of the Commonwealth to assist its municipalities, and especially the towns, in devising methods by which their affairs can be better administered to their own advantage, and it is highly desirable that it should do so in the interest of all our citizens and of investors in municipal securities.

The very unfortunate occurrences which came to light during the past year in connection with the finances of the town of Framingham have brought forcibly to the attention of the people the necessity for some reform in the method of issuing municipal loans.

I suggest that some plan be adopted requiring the registration and certification in the office of the Bureau of Statistics of all town and city loans. This arrangement should be most carefully thought out and made as thorough as possible, and yet the system should not be too expensive. A proper charge for all registration and certification of the loans should be made to the towns and cities having it

done. I believe the registration and certification of such loans would cause them to sell at a higher price, so that the charges for having it done would be no hardship to the municipalities, while it would be of material advantage to investors.

There are many people interested in this subject who have suggested various methods by which this can be done, and I submit the general subject to your attention, with an earnest request for prompt and wise action.

#### INTEREST ON WAR LOANS.

It has been called to my attention that there are certain equitable claims for reimbursement of gold premium and interest charges paid by the Commonwealth on its war loans, which the Federal Government may properly be asked to pay, after enabling legislation has been enacted at Washington. The sum at issue is a large one, amounting to more than a million dollars.

At the present time there is no authority in law which would allow the Governor and Council to make proper contracts and arrangements for the presentation of these claims. Under section 79 of chapter 6 of the Revised Laws, the Governor, with the advice and consent of the Council, is given authority to

make contracts to collect moneys due the Commonwealth of Massachusetts, "except any claim for reimbursement of interest paid by the Commonwealth on its war loans." These claims to which I have referred are in part for "interest paid by the Commonwealth on its war loans," and it is necessary for the Legislature to take action, in order to give the Governor and Council authority to make proper arrangements to prosecute these claims. I therefore recommend that such action be taken.

#### EDUCATION.

The reorganized Board of Education was appointed on the thirtieth day of June, 1909, to take office on the first day of July. The members have necessarily had little chance to do anything up to the present time except to familiarize themselves with present conditions and engage a Commissioner of Education. As the old Commission on Industrial Education and its officials went out of office when the new Board came in, the members of the new Board were themselves obliged to devote a great deal of time and attention to the ordinary routine work which was required until they could decide on a Commissioner of Education and get the new Board thoroughly organized. They have now engaged

their commissioner, and are carefully studying the questions which come within their province, especially the matter of industrial education and how best to adapt it to our present school system.

They find that the statutes under which industrial schools may be and have been established are not clear; and, because of this lack of clearness, many questions have arisen in the past, under the Commission on Industrial Education, in regard to so-called independent industrial schools, which need to be settled and which can be cleared up only by new legislation. The Board of Education will ask for such action as it deems necessary, and will explain in detail the reasons therefor and what it desires to accomplish.

This question of industrial education and how it shall be worked in harmony with, and very likely become a part of, our public school system, is a great one. The Board has not had time as yet to properly study out and formulate a definite policy. It is not desirable that the Commonwealth should rush into this matter haphazard, and without careful consideration and a definite plan.

I believe it would be very unwise to establish independent industrial schools in various sections of the Commonwealth, which shall not be a part of our

general educational system and which would not be under the direction of the Board of Education. Various steps in this direction have been taken in the past, and others attempted; but it is much wiser to have all the work that shall be performed by the State in this direction done systematically, after a careful examination by the Board, and done in harmony with our present school system.

We have an able Board of Education, which is earnestly devoted to its duties, and during the present year it will have time to, and will, formulate definite plans as to what should be done for the real advancement of this important work. In the mean time, it would be an unwise policy and bad judgment to create separate and individual schools for industrial education which would not be integral parts of our whole school system.

Much can be done this year by the Board, and legislation will be requested which will permit such work as is deemed proper; but it will, after the passage of new legislation, require some time to study out a system before the Board will be able to go ahead with a completed plan of education which shall include industrial education as one of its principal and component parts.

## STATE LIBRARY.

More room has been given to the State Library, and the trustees and the librarian are planning to use this space for legislative reference work. This will necessitate the employment of an assistant in this department, and I recommend an appropriation sufficient to meet this extra expense, and also a reasonable increase in the salary of the State Librarian.

## FREE PUBLIC LIBRARY COMMISSION.

This commission has done excellent work for many years, and the people of every town in the Commonwealth now have the opportunity to obtain books from a free public library. It is not desirable that the towns should have too much State assistance in this direction, but it is essential that the commission should be given more assistance. The appropriation of the commission should be somewhat increased, so that it may have additional help for performing its clerical work and visiting the various libraries throughout the Commonwealth.

## MEAT INSPECTION.

During the last year much interest was taken in and attention given to the improving of conditions under which meat, to be sold for food to the people,

should be slaughtered and prepared for sale. There was a feeling that meat infected with the germs of disease might be sold as food; and the fear that such conditions existed caused the Legislature to pass laws intended to prevent the sale of infected meat, and also to order an inquiry by the State Board of Health into the methods of slaughtering, in Massachusetts, of animals to be used for food.

Of all the animal food products consumed in this Commonwealth, a very large percentage is brought in from other States. In these cases, it being interstate business, the food products must be inspected by officers of the United States stationed in the slaughter-houses where the animals are killed, and these animals and carcasses are examined thoroughly, by trained men, before and after being slaughtered. If there is anything which renders meat unfit for food, it is seen by these inspectors and the carcass is destroyed; and only meat which is fit for food is permitted to be shipped from one State to another or to other countries. I have personally looked into this examination in various slaughter-houses, and I am satisfied that the government inspection is scientific and adequate. This applies to the great bulk of the animal food products consumed by the people of this Commonwealth.

The local conditions which are permitted to exist in this State are not, in my opinion, good. The slaughter-houses are not properly kept, and many inspectors in the different sections of the Commonwealth do not properly understand their duties; the inspection is not sufficiently careful, and it is inadequate.

A reorganization of this system should be effected, so that the Commonwealth may be divided into districts, having expert inspectors who shall superintend all the conditions under which animals for food are slaughtered, and who shall also examine the carcasses to see that they are in proper healthful condition to be sold for food.

The appointment by the Commonwealth of a given number of such inspectors to look after these conditions would cost considerable; but when the fact is considered that the people would be better protected from disease than they now are in the meat which they use for food, the extra expense, although quite an item, should not be controlling. While the expense would be quite large to the State, much of it would be saved directly to the towns and cities, as they would be relieved of that which they now have to incur for inspection.

I recommend that careful consideration of this



subject be given, and that action be taken so that all these conditions may be improved and a new system of local slaughtering established; and I suggest that the standard of inspection be made the same as that now required by the United States government. I do not think our conditions in this respect are worse than in many of the other States, but we cannot afford to be below the United States standard, which is the best; and I urge prompt and wise action in dealing with this most important question.

#### MILK CONDITIONS.

The production of milk and the way it shall be sold is a problem which seems very difficult to solve satisfactorily to both the producers and consumers. There has been much discussion as to whether the standard now required by law, of 12.15 per cent. of milk solids and 3.35 per cent. of fat, is right. I do not pretend to express an opinion based on knowledge in this respect, but I have not been able to see any way in which the consumer and the honest producer of milk can be properly protected, unless a standard of quality shall be established and maintained by law.

While I thoroughly believe in a proper standard, established and maintained by law, some conditions

existent to-day seem to cause a hardship to the Massachusetts milk producers, because milk from other States can be sold in Massachusetts under many less restrictions than is the case with the product of Massachusetts farmers.

It is further a fact that for some reason the number of neat cattle in the Commonwealth of Massachusetts is decreasing. In the year 1908 there were 3,300 head less of neat cattle than in 1907, and on Nov. 30, 1907, the record showed a decrease of nearly 10,000 from the previous year, so that there were 13,000 head of neat cattle less in Massachusetts at the beginning of 1909 than there were at the end of 1906. This proves conclusively that the keeping of cattle for milk in Massachusetts is not an industry that is growing, but one that is declining. This is unquestionably bad for the Commonwealth. As the consumption of milk seems to be constantly increasing, it must be brought in from other States. Our farming industry in this respect is not flourishing. It is not profitable for the farmer to raise and sell milk under existing conditions.

I believe that the Legislature should pass laws, if necessary, so that the farmers of this Commonwealth can ship their milk through the direct agency of the railroads, rather than be obliged to deal

through contractors who practically handle the shipping of milk for the railroads. Whether or not this would result in cheaper milk to the consumer, I do not know; but I do not believe it wise for the great carrying agencies operating in the Commonwealth of Massachusetts to sublet these privileges to any one.

Every man who desires to ship milk to the cities of this Commonwealth over the railroads of the State should have the right to deal with them directly, under proper regulations and conditions. The railroad should receive proper pay for the service rendered, and should not be obliged to take milk at every station; but proper provisions should be made so that milk delivered in reasonable quantities at particular points should be carried by the railroads at reasonable rates to the large centers of population where it is to be consumed. I believe if this were done many of the complaints which now exist concerning the milk question would disappear.

#### MILITARY MATTERS.

The militia is in excellent condition. The maneuvers which were held during the past summer were most beneficial and advantageous. All the conditions of actual service in war time were present

except the terrible carnage which results from actual conflict. Our troops were ordered to mobilize on a given day at given points, ready for service. This proved a severe test of the commissary and quartermaster departments, which was admirably met. The troops of all arms, infantry, artillery and cavalry, arrived at the designated points on time and in good condition. They were well fed and cared for during a week of most active service, during which time there was some very severe and disagreeable weather. Arrangements were made to prevent fires, and the damage done to the property of our citizens by the officers and men was almost negligible.

They worked hard and learned much, and, in spite of the bad weather conditions and hard work, there was almost no sickness. I believe that the information and experience thus obtained will be of great benefit in the future. I do not think it wise to have such extensive maneuvers every year, but I am satisfied that the experience of the past year was most helpful and advantageous. I congratulate officers and men on the excellent service rendered and the splendid spirit shown.

Under the Dick bill, which was passed by the national Congress and approved on Jan. 21, 1903, it was provided that troops serving from a State in

connection with national troops under special conditions should receive certain pay. This did not contemplate that the State troops so serving should be paid both by the national and State governments; but some confusion in regard to the matter has arisen, and certain of our organizations which have done special military work in the past have received pay from both State and nation, while the great bulk of the militia has been paid only the amount specified by the Commonwealth.

It does not seem to me that this is wise or just, and I believe provision should be made so that the pay of all the State troops should be the same, and that any money which would under certain circumstances be paid by the national government to such troops, either for service or subsistence, should be turned into the treasury of the Commonwealth to assist in the general payment of military expenses. I would suggest to you that a proper law be passed to bring about this result.

#### INSTITUTIONS.

The various State institutions are in good condition and doing their usual good work. The Lyman School for Boys and the State Industrial School for Girls have both been somewhat crowded, but new

buildings which were authorized by the last Legislature will be completed early in 1910, which will relieve the situation. This also applies to the Massachusetts Hospital School at Canton, which is a new school, doing well a very important work.

The nurses' home at Rutland is nearly ready for acceptance, and the Sanatorium is full. The new accommodations which were provided for at the State Hospital at Tewksbury have not been completed as yet, but they are badly needed. The Industrial School for Boys at Shirley has been opened during the year. A great deal of work was done here in reorganizing and improving the plant, which was purchased at what I believe to be a very low cost to the Commonwealth. There are now 90 inmates.

The North Reading Sanatorium for consumptives was opened on Sept. 22, 1909, and is substantially full at present; the Lakeville Sanatorium will be opened in January, 1910, accommodating 150 more people; and the Westfield Sanatorium is expected to be opened either in February or March, 1910, to accommodate the same number.

At the Massachusetts Hospital for Epileptics at Monson a building was provided for last year which will accommodate enough patients to relieve the

crowding which exists there at present, and this building will be ready in July, 1910. The new Wrentham State School which has been established for the feeble-minded has about 50 patients at present, and new buildings to accommodate about 200 patients will be ready in about three months. At the Massachusetts School for the Feeble-minded at Waverley there are at present 1,261 patients.

The Prison Commission reports that there is no immediate need for increased accommodations in our prisons.

The insane in our State institutions numbered, Oct. 1, 1909, 11,490, — an increase of 499 this year, against 789 last year, 402 being the average annual increase for the last five years. It is safe to assume that the number of insane will increase in the immediate future at the average rate of 500 per year. The hospitals are now crowded, and there are more than 1,300 beds set up in the day rooms and corridors, half of which have to be removed and stored every day.

Under these conditions, it will be necessary for you to make appropriations which will provide for something like 800 patients for the coming year. This will take care of the actual increase, and reduce

the amount of overcrowding so that conditions will be much better than at present. The cost of this will be quite large, and the necessary appropriations will be recommended for the various institutions by the Board of Insanity.

While economy should be constantly in our minds this year, we ought to provide well for the care of our unfortunate insane, and erect such additions to our institutions as are necessary for this purpose.

#### FOXBOROUGH STATE HOSPITAL.

The trustees of the Foxborough State Hospital for inebriates have arrived at the point where they desire to make a beginning for a new institution. They feel that they should eventually have a location much larger than their present one, where they can have a large amount of land on which many of their inmates could work, and where arrangements could be made for a greater sub-division of their patients.

I understand that if this should be done, the Board of Insanity would utilize entirely the Foxborough institution, and that they could use it to most excellent advantage in caring for the insane, the number of which unfortunately increases from year to year. I think that the trustees of the Foxborough



Hospital are obtaining good results, and that your honorable bodies should take such action as will enable them to make a start in the direction indicated.

In this connection it has been called to my attention that where land is bought by various boards of trustees it often happens that they procure land which is mortgaged. The mortgagee will not discharge his mortgage until he is paid. On the other hand, the State officers will not pay over the money to the owner until he can show a clear title and the deed is received for record. Under these circumstances, some member of the purchasing board has acted as an attorney for the owner of the land, while at the same time he is acting officially as one of the purchasers of the land for the Commonwealth. This ought to be changed, and it might be wise to provide that the Attorney-General should be given further power to act in such transactions, and any member of the purchasing board be relieved from acting in a double capacity. This suggestion is made as a general proposition which might be carried out in the purchase of any lands which the Commonwealth might wish to obtain.

## STATE HIGHWAYS.

The automobile law which was passed by the last Legislature is working well. It is expected that it will produce a net revenue of \$175,000 during the next year, for use on the State highways; and, with the authority given the Highway Commission to check the reckless driving of these vehicles, it is, in the opinion of the commissioners, the most effective automobile law of any State.

The Highway Commissioners should be allowed to have sufficient money on hand to enable them to make advances to laborers and others for repair work. Where this work is done at present, — there not being money on hand to deal directly with such men, — the repairs are unnecessarily expensive.

They should also be given authority to buy small sections of land in different parts of the Commonwealth, to be used for the storage of their machinery; and, when opportunity offers, should have the right to purchase land in various sections which furnishes good material for road building.

All these purchases of land, either for the storage of machinery or for the deposit of material for repairs on roads, should not be completed without the approval of the Governor and Council.

I recommend that authority be given the Highway Commission in both these directions, because I feel certain that it will save money for the Commonwealth and permit the commission to render better service.

BOSTON RAILROAD HOLDING COMPANY.

The Boston Railroad Holding Company, which was established by an act of the last Legislature, chapter 519, has issued certain bonds based on its holdings of Boston & Maine Railroad stock. These bonds are guaranteed by the New York, New Haven & Hartford Railroad Company, and are, in my opinion, a safe investment.

As the Holding Company needs more money to expend for improvements on the Boston & Maine Railroad, it will be necessary for it to issue more bonds, and as the money for these bonds is advanced it is necessary that the New York, New Haven & Hartford Railroad Company should be able to dispose of these bonds rather than hold them in its treasury and so tie up a very large amount of money.

These bonds bear 4 per cent. interest, and, being based on the stock of the Boston & Maine Railroad and guaranteed by the New York, New Haven & Hartford Railroad, would be, I believe, a most excellent investment for our savings banks.

The Boston Railroad Holding Company, in my opinion, will be a great benefit to the railroad situation in Massachusetts and New England. I believe the individuals who control the stock of this company intend to very greatly improve the physical condition of the Boston & Maine Railroad. If this is done it will be a great benefit to Massachusetts and New England, and these owners should be encouraged by proper legislation.

Massachusetts cannot expect great improvements in railroad properties unless she is willing to help in proper ways those who are willing to put money into such developments. I understand and believe that important and extensive improvements are very soon to be undertaken on these properties, and I think it is in the interest of all our citizens that those making these large expenditures for such improvements should be encouraged to do so. I therefore recommend that these bonds be made a legal investment for Massachusetts savings banks.

#### SAVINGS BANKS AND TRUST COMPANIES.

Prior to the passage of the business law of corporations, savings banks and trust companies were organized by special law and their charters made subject to the laws regulating the business of such corporations. There was no authority to organize

such corporations under general laws. The general law of business corporations enacted in 1903 contains provisions excluding from its operation certain classes of corporations, among others savings banks, trust companies and co-operative banks, but also enacts that "such provisions should not be construed to prohibit the organization of a corporation under the provisions of this act for the purpose of carrying on any lawful business outside of this Commonwealth."

It is thus possible for savings banks, trust companies and co-operative banks to be organized under our general laws, subject to no supervision or control, to carry on business outside the State.

The result is that there are two classes of trust companies, savings banks and co-operative banks which may be organized in this Commonwealth,—one to do business within the Commonwealth under restriction and supervision, the other to do business outside the Commonwealth with no such supervision and subject to no restriction.

This condition seems anomalous, and I recommend the subject to your consideration for correction.

## CIVIL SERVICE.

The work of the Civil Service Commission has become much greater in the last few years because of the very large increase in the number of people who are employed in the classified service. By the action of the last Legislature very important work has been added to this department, in connection with the certification of fitness of important appointees of the mayor of Boston. The commissioners need a deputy examiner, and they themselves should be paid larger salaries, and be required to give more of their time to the work. I trust that action will be taken by you to bring about these results.

## FORESTRY.

Careful attention is being given to our standing forests, and our non-productive or waste lands should not remain idle, as large possibilities for the future are to be found here and great results will come from a well-directed forest policy. Our moth work would be more effective in the saving of our trees if the local moth superintendents in towns and cities should receive their appointments subject to the approval of the State Forester.

I believe much better results in all our towns and

cities could also be obtained were the State Forester given authority to advise and assist the local tree wardens.

#### PUBLICITY.

I recommend the enactment of a law which shall require the issuance annually of a public document containing correct information in regard to the salaries or pay of the employees and members of each department, board or commission, so that such salary or pay, and also the date of election or appointment and residence of each officer or employee of the Commonwealth, may be easily ascertained.

*Senators and Representatives:* — I am glad to say that the material conditions in the Commonwealth and the nation have been very much better during the past year than they were in 1908. The great crops of the west have been bountiful, and the prices at which they have sold have been high. The cotton crop of the south is probably less than usual, but the farmers who raised it have received such good prices for their product that they are prosperous. The manufacturing industries in all lines are busy, and the people are employed at good wages. The whole nation is prosperous.

As a people, however, we are not economical; we

are unnecessarily wasting our natural resources, and extravagance has become a habit. The price of everything is high, and this ought to put a premium on economy. This is not a proper time or place to discuss the reasons for these high prices, but it is well known that the enormous increase in the production of gold and the higher wages paid in every vocation of life must be two of the great contributory causes.

In spite of these high prices, Massachusetts has been extremely prosperous and our savings banks have shown the largest increase in deposits of any year in our history, the total increase being \$33,581,751, making the total amount of deposits now on hand in our savings banks \$743,101,481. The dividends declared to the depositors in our savings banks during the past year have amounted to \$27,110,047. The deposits put in these banks in 1909 were about \$16,000,000 more than in 1908, while the withdrawals of deposits in 1909 were \$15,000,000 less than in 1908.

The above shows in a most graphic manner the tremendous change in conditions which has taken place in the last year. Notwithstanding the prevailing high prices, our people have saved money, and this means prosperity.



You, as the representatives of the people, have a sacred trust imposed upon you. It is your duty to see that the resources of the Commonwealth shall not be wasted, and that the money of its citizens shall be wisely and properly expended. The Legislatures of the past in Massachusetts have established a great record for the enactment of laws which have been in the true interest of the people. Your immediate predecessors maintained the high standard which had been set for them. I have no doubt that you will do equally well, and I promise to use my best endeavors to co-operate with you in accomplishing good results.

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ADDRESS  
OF  
HIS EXCELLENCY  
EUGENE N. FOSS,  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS.

JANUARY 5, 1911.



BOSTON:  
WRIGHT & POTTER PRINTING CO., STATE PRINTERS,  
18 POST OFFICE SQUARE.  
1911.



## ADDRESS.

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*Gentlemen of the General Court of Massachusetts.*

We are here, in accord with time honored custom, to complete the inauguration of an Executive. I am deeply sensible of the honor conferred and the obligation imposed. There are, however, weightier matters than the mere formality of inauguration confronting us, and to these we must address ourselves.

### POPULAR GOVERNMENT.

We have reached a crisis in the affairs of this Commonwealth. It is a crisis which our form of government is facing to-day not only in Massachusetts but in every State of the Union. This crisis is all the more marked in our State because Massachusetts is the birthplace of popular government.

The people, in all sections of the country, have lost confidence in many of their public servants. The dictatorship by political bosses and by representatives of special interests is hotly resented, for these men desire to control public servants and to

direct legislation to their own ends. They do not desire the enactment of laws guaranteeing justice to all and privilege to none.

Massachusetts has always been the leader at every great turning point in the policy of the nation, and she must lead to-day in restoring the government into the hands of the people. She must banish every power and every influence which is hostile to the rule of the people.

She must tolerate no public servant who arrogates to himself the prerogatives of government, or who turns his back to the people at the beck of special interests; for government does not exist for special interests or their agents,—it exists for the people. It belongs to the people.

That, gentlemen, is the ideal. Now, what are the conditions to-day. Government of the people is coming to be only a name. Representatives of the monopolistic interests have usurped the prerogatives of the people. They have acquired too great a control, and have too largely shaped the policy of Federal and State affairs.

This usurpation of power can only be ended by the people taking into their own hands the direction and control of their government.

The first step is to abolish the boss and all his agencies; the caucus, the nominating convention and all political machinery which intervenes between the people and their government.

All candidates for public office without exception must be chosen by the people through the direct primary. Only by this means can they be held accountable. No public servant must have any other master than the people.

Establish the direct primary, choose your own public servants without reference to any machine or faction, make them accountable only to yourselves, and popular government will be established.

To the direct primary must be joined the power of recall; so that any public servant who proves recreant to his trust may be immediately dismissed.

Important as these steps are, it is of far greater importance that the people keep their power over legislation through the initiative and the referendum.

Under the conditions which exist to-day, as I see them, these are the only true safeguards of representative government.

There can be no valid objection to these measures

if we believe in the capacity, and therefore the right, of the people to govern themselves.

If the people are competent to exercise the power of the franchise, then they are competent to advise their public servants and recall them if they are not true to their trust.

The referendum provides that an important legislative measure shall be submitted to the people upon their request before it becomes a law.

The initiative provides that the people themselves may prepare and pass a constitutional amendment or an important law if the Legislature persistently refuses to enact it.

Both these measures have great influence for good, not so much in the actual exercise of the power by the people as in the potentiality of that power. Its very existence, and the realization that it may be exercised, renders useless the lobbyist, and nullifies the great resources which the special interests have employed for improperly affecting legislation.

Public servants who deem that they represent themselves and not their constituents naturally object to these measures; and yet a measure which is contrary to the will of the majority has no justification.

I urge upon you a resolve for a constitutional amendment to provide for the initiative and the referendum.

#### LABOR.

Labor is the foundation upon which the structure of popular government is built, and as such it must be recognized, its just demands met, its rights guarded and protected. It must have every legislative safeguard that capital has.

We all recognize the right of labor to organize, and we must further recognize that labor should be exempt from unfair injunction restrictions, and that the liberty or property of any citizen ought not to be taken from him without trial by jury.

It is even more important that the compensation of labor be above a bare living. It must ensure to the workingman some measure of protection to those dependent upon him.

We must rigidly define and limit the hours of labor, especially for women and children, with due regard to healthful conditions and educational opportunity.

In safeguarding labor from unjust conditions and from destitution we can learn much from Germany, which is the home of old-age pensions.



In particular I would direct your earnest attention to the subject of workingmen's compensation for injuries. Immediate and equitable legislation is demanded, not only by the employee but by the employer. A wise compensation act is a safeguard to both capital and labor. The criterion of such a law must be *definite, certain and speedy* adjustment of all claims, so that they may be discounted, alike by capital and labor.

The result of such a law is not to be measured merely by financial considerations, but by the better relationship which will be brought about between the employer and his employee.

Let Massachusetts take the lead along this humanitarian line of progress; for above everything else we are an industrial Commonwealth. It is therefore vital that our industries be strengthened and our workmen safeguarded by wise and progressive legislation.

#### VOCATIONAL TRAINING.

And right here we must recognize that a sound body and an industrial training and education are the birthright of every citizen. This birthright must be ensured to him by an industrial education which fits him to earn his living.

We have technical colleges, but we need industrial kindergartens to teach our boys and girls how to do the simplest things in life, and to do them intelligently.

This is the age of specialization, even in the ordinary vocations. We are specializing to so great an extent that old methods no longer meet the industrial need of the present day. Our educational institutions must keep pace with the new order of things; and for this reason attention must be given not merely to the higher forms of technical education, but to what are termed vocational and trade schools, in which the youth may fit himself for practical, every-day work.

This change in our educational system must come immediately, — even at the expense of academic work, if necessary; for our boys and girls on leaving school must have some practical training which will make an honest livelihood possible.

The report of the Board of Education will be submitted to the General Court this session, and I recommend that it receive most careful attention, especially with respect to vocational, technical and trade schools.

## TRANSPORTATION.

From labor we pass to the next vital necessity of industry, — transportation.

We must encourage and extend by wise and equitable legislation all the transportation facilities at our command, in a spirit not of hostility but of fairness and co-operation.

We must legislate with a view to bringing the trunk lines not only of this country but of Canada to our great terminal and our ports, in order that we may have a wider distribution for our products and a freer communication by rail and water with the markets of the world.

We should recognize that Massachusetts and all New England constitute a vast terminal for the creation of business, which requires for its products the widest distribution. We must enlarge these means of distribution by every method in our power.

Above all things our transportation must not be confined to the railroads. We have one of the finest seaports of the world, and its development and use depend upon broad legislation directed to both coastwise and foreign business.

The State must co-operate with its metropolis.

Boston, in the ownership and development of docks and terminals, in order that the largest and most modern steamships may unite with the railroads in the upbuilding of our industry and commerce.

The State must also take immediate steps to outline and construct a system of waterways and canals to supplement the railroads, so that raw materials may be secured to our industries at the lowest possible cost.

We have cause for gratification that work on the Cape Cod Canal is progressing so rapidly, and that its early completion seems assured.

I believe that the dredging out of the Merrimac and Connecticut rivers, and the building of the so-called Weymouth Canal from Fall River through the Bridgewater and Brockton are among the first undertakings that should be inaugurated.

Other States are entering upon work of this character, notably New York State, which is spending millions on the Erie Canal; and if we are to hold our own along industrial lines, we must develop the internal water ways of the State.

In the last session of the General Court an expenditure of \$3,000,000 was authorized to provide for new piers, with the condition that they should be leased before construction. I respectfully urge that

this act be amended so that work may begin immediately, believing as I do that if, when the piers are completed, they are not quickly brought into useful and profitable service by our dominant railroad corporations, then the State can take and ought to take immediate steps to secure some other tenant.

#### QUASI-PUBLIC CORPORATIONS.

Right here let me say what I think the attitude of the State should be with reference to the quasi-public corporations. In the first place, I see nothing inimical in the mere size of a corporation, provided, of course, it is suitably regulated.

On the other hand, a holding company is in theory wholly at variance with the common law and with the statutes of the State. It is therefore indefensible.

It can be regarded only as an act of legislative complaisance or of financial subterfuge, and on either of these grounds it is intolerable.

The incorporation of the Boston Holding Company was special legislation in the interest of privilege. I regard it as one of the most flagrant examples of pernicious legislation enacted in recent years. It legalized some of the most objectionable corporate methods.

The people are to be congratulated that the orig-

inal proposal, permitting the company to issue bonds which were to be free from taxation, and which were to be a legal investment for savings banks, was thwarted. Legislation of this character should never again be permitted.

I would also call attention to the voluntary associations which issue shares evidencing a participating ownership, but which, under existing laws, are subject to none of the regulations as to publicity and taxation that apply to both business and public-service corporations.

I do not recommend the appointment of a special commission to consider this subject, but I believe that the Tax Commissioner may well be directed to investigate the further regulation by the Commonwealth of such voluntary associations, and to report thereon to the next General Court, with specific recommendations.

I also think there should be a change of method on the part of the public-service corporations in seeking legislation from the General Court. The old method of framing desired legislation behind closed doors, through legislative agents and the lobby, should be entirely discontinued. There is no occasion for secrecy, but, on the contrary, for the greatest degree of publicity.

The corporation before coming to the Legislature should put its case before the people themselves, through the press and by public meetings, if necessary, and in this way enlighten the people fully and frankly as to just what it wants and what it proposes to give in return.

The people will then be in a position to advise their legislators. The corporation should do this with the greatest frankness, revealing not merely a part of the truth, but the whole truth.

My own experience in corporate management is that when the people thoroughly understand a proposition they act with intelligence and fairness. If the corporation meets the public in this spirit of honesty and co-operation, then the public in return will grant more liberal concessions than can be secured in any other way. These methods will command the confidence and enlist the capital of the people for these enterprises.

This procedure on the part of the corporations will forever end the lobby and its attendant train, and it will inevitably give the corporation all that it is entitled to.

#### THE JUDICIARY.

I think we are all agreed that the first duty of a free government is to ensure the prompt enforce-

ment of legal rights as between man and man. There is no excuse for a delay of years before a plaintiff can finally establish his rights, or a defendant be finally relieved of the trouble and uncertainty of a law suit.

I am well aware that in this State delays in the trial of causes have amounted to a practical denial of justice.

It is evident that some method must be found of clearing the dockets of the Superior Court, so that cases may be speedily heard and determined; and to this end I recommend that the number of justices be increased.

I further recommend that the present salaries of the justices of the Supreme and Superior courts be increased; and, as a condition of this increase, I recommend that the courts open for their fall term on the Tuesday succeeding Labor Day.

I would further recommend that this Legislature carefully reconsider the report of the commission appointed to study the conditions in our courts, and see whether more of their recommendations cannot now be adopted.

I would also recommend that the Supreme and Superior courts be given full control and regulation of their trial dockets.



In respect to criminal cases, it is, in my judgment, outrageous that a suspected person must now remain imprisoned for a long period before a hearing can be given and his rights determined. This violates all public sense of justice, and should be remedied.

#### FINANCE BOARD.

The affairs of the Commonwealth pertaining to the conduct of the public business are essentially of a business character, and they should be conducted along well-established business lines, such as prevail in any great corporation.

The Massachusetts Commission on the Cost of Living says that "the methods of compiling statistics in various State, county, city and town administrative departments . . . appear to be an arithmetical chaos. They need simplification and co-ordination; they should supplement and explain each other, and lead to some clear and logical conclusion."

In the administration of the several counties of this State officials have multiplied and expenses grown, until to-day it is virtually impossible to determine how much the counties cost or how many officers are employed, or to obtain any definite information regarding county affairs.

To accomplish this end, it is necessary that some central authority be appointed by the State, with power to investigate and report to the public on the business methods of the various State and county departments, and, when occasion demands, city and town governments.

Such a board, with powers covering the whole State, having authority to summons persons with papers, should be authorized by the Legislature. This board, to reach its highest efficiency, should be non-partisan in its broadest sense. The result of its work will be of the highest importance as a means of preventing fraud and extravagance.

Another branch of the State's business in which a higher efficiency is demanded is that relating to the wards of the State.

During the year 1909 we have spent more than the total amount of the direct State tax in the care of our charitable and correctional institutions. The tax amounted to \$4,500,000; the expense stated amounted to over \$4,900,000.

While it must ever remain our fixed duty to protect these helpless ones, yet immediate steps should be taken to prevent such a large and increasing number of persons from losing the power of self-support, either through mental, moral or physical sickness,

or through that industrial inefficiency which leads to pauperism.

We should seek out all the causes which result in the loss of personal independence and self-supporting power, and apply scientific measures of personal help to all who are drifting toward our public institutions.

This is the greatest problem at present confronting us. In the endeavor to solve it, I call upon all citizens who are properly qualified by training and experience to advise the Executive office freely, as a matter of public duty. I shall also at the earliest possible moment secure the services of the most competent experts, with a view to recommending the necessary legislation.

#### STATE COMMISSIONS.

On business principles, I am not in favor of commissions as a means of transacting public business, unless they are appointed subject to recall, for I believe their tendency is not in accord with popular or representative government.

They have practically no check placed over them. They multiply unnecessary officers and clerks, and thereby increase the expense of carrying on the work of the different branches of the State's activities.

Therefore, I shall doubtless recommend the elimination of some and the consolidation of other commissions.

I now advise the abolition of the following commissions which relate to quasi-public corporations, namely: the Railroad Commission; the Gas and Electric Light Commission; the Boston Transit Commission; and the Highway Commission, which includes the supervision of the telephone and telegraph companies. And in their place I recommend the creation of a Public Utilities Board, which should consolidate the functions of these commissions, with the stipulation that the tax-collecting function of the Highway Commission shall revert to the State Treasurer's department.

This Board should be composed of five members, whose terms should be for ten years, subject to the recall of any member at any State election. The chairman should be a lawyer. This Board should have the right to employ and hear counsel; its decisions should be in writing, with the vote of each member recorded; and it should have the power of initiative.

#### HOME RULE FOR CITIES.

I regard home rule for the cities as an essential part of popular government. The responsibility

for good government in our municipalities must rest directly upon the citizens, and they should be sovereign in the affairs of their city.

I believe that the people can be trusted to elect competent, honest and efficient public servants. In the event of failure, the moral and intellectual education of such failure is worth all its costs.

The responsibility for good government cannot be shifted from the people.

Our first duty, as I see it, is to create a greater Boston by the confederation of all the towns and cities within a radius of at least ten miles, and possibly more.

I maintain that our suburban citizens, whose business interests bring them to Boston daily, who enjoy the protection of her police and the use of her highways, and who are included within her five-cent fare limit, have no right to stamp the dust from their feet at 5 o'clock, and assume that they have no further responsibility for the good government of the very city in which they earn their livelihood, and where their commercial and financial interests are centered.

For example, the rapid-transit system that Boston maintains is far more in the interest of these suburban communities than in the interest of the city of Boston.

It is my observation that the people who have made the loudest protest against the city government have been those who sleep and pay their taxes outside the city limits.

I contend that it is the duty of these suburban towns and cities which are already part of the metropolitan district to unite with the city itself in the creation of a great metropolis. This union should be not merely a commercial, but also a political one.

We should have a union on the borough system, under which these several towns and cities might preserve their autonomy, their individuality and historic interest, but under which they would contribute by their franchise and their personal service to the better government of the metropolitan city.

However much individual opinion may vary on the details of this plan, this much is certain, that we shall never attain the status or reap the rewards of a great metropolitan community until we have replaced our narrow provincialism by the broad spirit of co-operation and service.

#### ELECTION REFORMS.

Turning now to the consideration of our election methods, let us give earnest thought to the subject of campaign expenses.

The use of money in our elections has become a great evil, for it amounts to a substantial denial of the privilege of a man of moderate means to aspire to many public offices in the Commonwealth; or else it overwhelmingly tempts him to make his secret peace with those private interests which will finance his campaign if he will serve them in office.

It has become no small part of the lobby to-day to go about the State before the caucuses, "setting up districts;" in other words, making private agreements to supply candidates with campaign funds if they will promise in return to be friendly to the interests the lobby is serving.

To correct this evil it is necessary to prohibit those methods of campaigning which cost so much money, and are not in themselves necessary for the proper enlightenment of the voters.

A healthy man does not need — and ought not to have — a carriage to convey him to the polls to perform a duty which he owes to his country, his State and his family.

The burden of hiring carriages and automobiles is too great for a candidate poor in his own purse, and not pledged to some strong financial interest, to assume.

The occasional carriage which is needed to convey an infirm man to the polls the State ought to furnish.

For these reasons I recommend that the General Court prohibit the hiring of carriages to transport voters to the polls in any State, city or town election, except such as may be provided by the State for the use of the disabled.

As for the able-bodied voter, it would be far better to provide a penalty for unreasonably neglecting to go to the polls, or to give the warden of the election precinct power to issue a warrant and bring him to the polls; just as the Speaker of the House can order the Sergeant-at-Arms to arrest and bring a member to his seat when his presence is needed.

If it be not constitutional to compel citizens to do their civic duty, Massachusetts ought to take the lead in such wise legislation by making it so.

In my judgment, the State should provide the political parties with halls in which to hold rallies in State elections, and should also provide a circular in which the candidates may state to the voters the arguments in support of their candidacy. For the giving of political information to the voters and expounding the political principles of the candidates is not a privilege of the candidate, but is a privilege of the voters themselves; not a privilege of a political party, but a privilege of government itself,—since those who are to handle the machin-



ery of government must be chosen upon the fullest information and must conduct it upon correct principles.

The government itself is the chief beneficiary of the public meetings which are held to discuss political measures and candidates. Hence the government ought to supply halls in the different cities and towns once during a campaign for the candidates of all political parties.

I am of the opinion that the armories and assembly halls in cities and towns should be freely opened to the citizens for political meetings.

The meetings suggested will act to stimulate the citizens to take a closer and more personal interest in shaping the policies of their government.

This will tend to lessen the influence of the men or corporations offering to pay campaign expenses. It will give the man of moderate means a more equal chance to serve his State, and it will promote the independence of our public servants.

#### DIRECT NOMINATIONS.

I also recommend that legislation be enacted calling for the popular nomination of United States Senators.

Twenty-nine State Legislatures have now passed

resolutions to this end, and all but two of the remaining States have expressed themselves as favoring direct elections in one form or another. Twenty-two States through various laws now nominate their senators by the vote of the people; and seven States have, through the voluntary action of the political parties, arrived at the same result.

Four times has the National House of Representatives given the two-thirds vote required for an amendment of the Constitution in this respect, and four times has the United States Senate defeated the amendment. The last vote of the House in 1902 was unanimous.

Last May the House of Representatives of this Commonwealth voted in favor of such direct vote, but the Senate defeated the resolution. Thus I have the endorsement of the popular branch of the General Court in recommending that a measure be passed, under which the legislators may be instructed by the people as to their choice for United States Senator.

#### LEGISLATIVE DISTRICTS.

The Federal law requires the redistricting of the State at this time. The purpose of this provision is not only to ensure a fair Congressional appor-

tionment, but to guarantee that the people shall be equitably represented in the State Legislature.

In the past this redistricting has been governed too largely by partisan considerations, and the districts have been laid out with a view to serving the interests of the dominant political party in the State.

The necessity for such a reform has just been clearly shown at our State election.

The plurality of over 35,000 which I received on clear-cut issues indicated unmistakably and overwhelmingly the will of the people.

Moreover, in the total popular vote for the lower house of our Legislature a plurality of over 38,000 was registered against the return of our senior Senator to the United States Senate. Yet, owing to our gerrymandered districts, we have to-day a small Republican majority in the Legislature, when an honest division of the State into districts would have shown a Democratic majority; and we are confronted with the possibility of returning to the Senate of the United States a man whose retirement the people thus clearly demanded.

In view of these facts and figures, I confidently expect that this Legislature will have the courage to obey the manifest will of the people, and elect a

Senator, irrespective of party, who represents the progressive platform for which the majority of the people voted.

No matter how bravely you approach this present problem, this evil of false representation will always confront us until we attack it at its root.

Our methods are not in accord with the new order of things, and I respectfully recommend that in the redistricting of the State no consideration whatever shall be given to partisan schemes, but that every district shall be laid out on geometrical lines by the State engineers.

I recommend that the boundaries of districts so far as possible shall conform to parallels of latitude and meridians of longitude; and that each district must possess the shortest possible boundary lines, and hence be rendered as compact as this arbitrary method of surveying and the distribution of population will permit.

In spite of all opposition, the initiative, the referendum and the recall are already at hand. They represent popular government in its highest conception. We who know the town meeting should recognize the value of the principle when it is proposed to extend it to the State; it is Democratic to the core.

The intelligence of the people, of the press and of legislators will be heightened by the study of specific measures; better men will enter public life; class legislation will be discouraged by the united vote of all classes; the farmers and laboring men will secure the full measure of their influence in public affairs; restraints will be removed upon needed reforms, and respect for law will be increased when every statute represents the will of a majority of the people; the ignorant and indifferent will have less weight in such decisions, and the people can exercise their intelligence better in voting for certain measures than for uncertain men.

The day of success is often the most critical in the history of men as well as of parties; and at the moment when it is evident that the people of this State have given us their confidence and entrusted us with their interests, it becomes our duty to study the motives which have actuated them.

It is undoubtedly true that to a great extent the election this year has been a protest against Republican misgovernment and the failure of that party to redeem its pledges to honestly revise the tariff, and by so doing to remove the burdens of unequal taxation from the masses of the people.

To my mind, the basis of the popular verdict is as plain as if it were written in unmistakable words: the people demand that the duties shall be removed from all food products, that raw materials shall be placed on the free list, and that substantial reductions shall be made in the duties on manufactured products; that the Federal government shall take steps looking toward better trade relations with our neighbor Canada, and that as a proof of our earnestness we shall reduce our duties to a level with those of Canada, and then seek further reciprocal trade relations not only with her but with other countries as the wisest and most efficient method of securing wider markets for our products. They also demand that Massachusetts shall take her place alongside of other States in aiding the Federal government in levying an income tax, that the burdens of taxation may fall more evenly upon the wealth of the country, where they justly belong.

This wise legislation will assist in securing the necessary revenue for the support of the general government, and permit the burdens of taxation to be lifted from food products and the necessities of life, in order to reduce the cost of living to the great majority of the people.

To this end I strongly urge you to ratify the Federal income tax amendment, and memorialize Congress upon the remaining points just enumerated.

Massachusetts has a great history and proud traditions. It rests with us to see that she has a great present and a greater future. She has always led in industrial, commercial and educational lines, and has exercised great weight in the councils of the nation. She must not lag in the progressive legislation which the people are now demanding.

We must see to it that Massachusetts is in the forefront, and that the voice of her people is still potent in the councils of the nation.

ADDRESS  
OF  
HIS EXCELLENCY  
EUGENE N. FOSS,  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS.

JANUARY 4, 1912.



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1912.





AUG 7 '39

## ADDRESS.

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*Gentlemen of the General Court.*

My first duty is to outline a program of legislation more responsive to the economic and social needs of the people and more efficient in their service.

### POPULAR GOVERNMENT.

To do so intelligently it must be recognized that the people are rapidly assuming the management of their own affairs, and as rapidly relegating the political machine to the rear.

This movement divides the world of American politics to-day in a deeper sense than the present party designations. The one side is reactionary and the other is progressive, dedicated to the progress of legislation, of commerce, industry and prosperity.

No public servant, whatever his party affiliation, can meet the obligations of his position fully to-day without frankly and unmistakably taking his stand on one side or the other of the fundamental principle of popular government.

### **Direct Nominations.**

As the direct primary system is the foundation on which the structure is built, we must first strengthen and perfect it.

The direct primary law enacted last year placed the control of political power in the hands of the people; and to strengthen it, I believe the fixed party enrolment should be done away with, as the voter is entitled to the same secrecy at the primaries which is now accorded him at the polls.

### **Initiative, Referendum and Recall.**

If the voter's judgment should determine the nomination of candidates, it should for the same reason continue as a guide and check upon the acts of public servants.

Therefore I advocated the initiative and the referendum and the recall in my inaugural address last year, and reaffirmed these principles at the recent election. The popular verdict was an approval of this position, and I again urge these measures upon you.

## **Popular Election of United States Senators, and Expression of Popular Preference for President.**

I also advocate the direct election of United States Senators, and a law enabling the voters to express their choice of candidates for nomination for President and Vice-President.

## **Corrupt Practices at Elections and Payment of Workers at the Polls.**

Many of my recommendations for safeguarding elections have been enacted into law. Experience, however, has shown the necessity of strengthening all the statutes against practices which prevent a free and honest expression of the popular will.

The Legislature should prohibit all campaign advertising, all participation by corporations in elections, all hiring or loaning of conveyances and all expenditures of money at the polls; and should make these statutes enforcible by heavy penalties.

The man who sells his vote must be punished as well as the man who buys it; all candidates and committees should be compelled to make sworn

statements of expenses the day before election, and all payments subsequent to such statement should involve a heavy penalty.

### **The Election Pamphlet.**

I recommend that provision be made for distribution by the State, at the expense of the State, of an election pamphlet in which each candidate shall be allowed space to state his claims, to the end that opportunity to attain public office may be equalized.

### **Equal Suffrage.**

The movement in favor of extending the franchise to women is seriously engaging public attention. The demand that the question be submitted to popular vote is a reasonable one, and I recommend that provision be made for such submission.

### **Home Rule for Cities.**

Frequent legislative interference in the internal affairs of our cities is an obstacle to responsible government. I recommend submitting to popular vote a provision to prohibit by constitutional

amendment all special and local legislation, in order that the principle of municipal self-government may be given full operation.

## **POPULAR GOVERNMENT AND STATE ISSUES.**

The progressive elements in our great parties now advocate these measures of popular government. This is the first Massachusetts Legislature elected without machine or caucus methods; and your action upon the following important State issues will determine your fidelity — not to any party leader — but to the people of this Commonwealth, by whose direct ballots you were nominated and elected.

### **Conservation.**

The Commonwealth is the people's property; its assets comprise its public institutions and buildings, the public lands, water-ways, harbors, its natural resources, and all the means of public service. This public property should be managed on modern lines to produce the greatest possible output of public welfare.

Particularly, we must forestall any attempt by private capital to monopolize the water powers of the State, and should make the waste lands a source of public revenue. The State Forester states that twenty-five million dollars a year could be derived from our timber alone under a proper scheme of development; whereas at present our timber land is nonproductive because of the absurd system of repeated taxation on standing timber.

The chairman of our Fish and Game Commission says that at a conservative estimate a revenue of five hundred thousand dollars a year could be secured to the State through the conservation and development of the flats owned by the Commonwealth and the fostering of the shellfish industry. Legislation to conserve these interests is demanded.

### **The Public Business must be Standardized by a State Finance Board.**

The State is spending nearly fifteen million dollars a year, under an unbusiness-like and wasteful plan which does not provide for co-ordinating the various expenses in advance.

The investigation of last year disclosed the imperative need of applying modern business methods to these expenditures; and my own experience as a business man and manufacturer convinces me that such methods are indispensable. Hence, I advocate a State Finance Board to supervise State and county expenses, to pass upon estimates, to introduce uniformity and efficiency, and to outline for the Legislature a fair distribution of annual expenses. We must not mistake complacency for efficiency.

I also recommend empowering the Governor to veto specific items in appropriation bills. At present such bills must be approved or vetoed as a whole, even though in part unreasonable and in part justifiable.

### **A Public Utilities Board.**

Our present State commissions supervising the public-service corporations have inadequate power to-day; they were created years ago, with doubtful and divided authority.

A Public Utilities Board, with centralized and increased power, is urgently needed, to take the



place of the present Railroad and Gas and Electric Light Commissions, and to supervise telephone and telegraph service also.

The two powerful boards recommended above would each produce valuable results; and together they should apply vigorous measures to conserve the public wealth.

### Labor.

Not only the public and the quasi-public business, but corporate business in general and in its relation to labor and the consuming public, demand modern methods of supervision by the State.

Willing and well-paid workmen are as necessary to capital as capital is to labor, and the highest business intelligence now recognizes that the common interests of capital and labor far outweigh their differences.

The last Legislature met some of the reasonable requirements of labor by giving a right of jury trial in cases of alleged contempt of court in violation of injunctions in labor troubles, and by enacting a workingmen's compensation act, a law limiting the period of work for women and children to fifty-four hours a week, a law for an eight-hour

day for public employees, and laws providing pensions to State employees and to laborers employed by the city of Boston.

The last Legislature also provided for investigating the matter of a minimum wage for women and children, and "part-time" schooling for working children. You will hear reports of the various commissions appointed last year, on vocational training for the young, a plan to improve the prison industries and prevent the sale of prison-made goods in the open market, and a plan to assist workmen in securing suburban homesteads.

These laws and recommendations are an expression of the sound business sense of the community.

The enforcement of labor statutes should now be secured and the plans for legislation already formulated should be developed into law. I recommend the creation of a Labor Bureau to this end.

### **The Public Welfare.**

The interest and duty of the Commonwealth do not cease however, with the protection of labor. General progress depends upon recognizing the necessity of well-being for all.

The care of the unfortunate is the duty of the State. The movement inaugurated last year to bring about the adoption of higher standards of efficiency and the enforcement of more humane methods in our public institutions should be prosecuted vigorously.

All expenditures of public money and all subscriptions of private money for public and private charitable institutions ought to be closely supervised by State authority, as a guarantee that such moneys are expended in a manner best calculated to promote the public welfare. This could best be reached after reorganizing our present State Board of Charity and making it a supervisory body without administrative duties.

Government is under a moral obligation to extend every opportunity for reform to the inmates of prisons, and to make possible a fresh start in life for every prisoner upon his release. The State Prison at Charlestown should be sold, and a new prison constructed with arrangements for the proper classification and separation of prisoners. First offenders should under no consideration be brought into contact with old and habitual criminals. Prisoners should be com-

compensated for their labor at its full value, and their earnings should be paid over to those dependent upon them or retained to be paid to the prisoner himself at the expiration of his term. I recommend legislation to extend the application of the principle of the indeterminate sentence and to develop and put into operation our parole system.

More interest should be taken by the proper State officials, as well as those who are disposed to religious and charitable work, in the individual inmates of the prisons and in their educational training, both general and vocational. The warden of the State prison tells me that, in the nineteen years of his service, no inmate who had been through the prison schools has been recommitted to the prison.

### Agriculture.

All forms of individual endeavor should be encouraged and promoted. In the past the State has not given to the agricultural and dairy interests the recognition and encouragement to which that great industry is entitled. The annual products of our farms amount to approximately

eighty million dollars, which might be largely increased by the more general application of scientific methods. Larger appropriations should be made for agricultural societies and for fairs and exhibitions. I also advocate the establishment of a State fair as an additional incentive to agricultural progress. Premiums should be offered for excellence in farm and dairy products.

### State Aid to Higher Education.

The Commonwealth cannot ignore the claims of higher education; yet the policy of making grants to private institutions cannot be resumed. I therefore recommend the thoroughly democratic measure of free scholarships, awarded for superior merit and carrying free tuition in any college in the State, approved by the State Board of Education, which the applicant may desire to enter. An appropriation of fifty thousand dollars would provide four hundred scholarships of one hundred and twenty-five dollars each without unduly burdening the finances of the State. We should thus secure the practical results of a State university without needlessly duplicating the splendid educational facilities already at hand.

Also I call upon you to note that, while the State is spending large sums to train teachers in our Normal Schools, it does not exercise the right to secure the most desirable graduates for service in the schools of Massachusetts. I believe that as long as the State pays for the training of teachers, its supervision should extend also to the service to be rendered in return to the Commonwealth. For if our public schools are to meet adequately their duty of developing the future manhood and womanhood of the State, then the teachers should be held uniformly to the highest standards of ability and character.

### A Federal Income Tax.

The proposed amendment for a federal income tax has been ratified by almost the necessary three-fourths of the States. In the last legislative session in this State the amendment failed of approval, but I trust that the Legislature will no longer withhold its consent.

### **Reform of the State Tax System.**

The tax laws of the Commonwealth ought to be thoroughly revised. The Tax Commissioner says that our present system has broken down, and that "we are now imposing the heaviest burdens upon the poor, the helpless and the ignorant." The immediate reform of the tax system is, therefore, the most urgent need of the Commonwealth. I shall later communicate to you a tentative plan to which I shall ask your consideration.

### **UNIFORM STATE ACTION.**

But our duties do not stop with State issues. The growth of direct representation and popular government opens the way to uniform State laws, and the needs of the people in all States are sufficiently parallel to make such uniform legislation of the utmost importance. In the past the political boss has constituted a barrier to such uniformity, and has caused legislation to be largely shaped for selfish ends in many States. But to-day the legislators and the people are directly shoulder to shoulder for mutual good.

Massachusetts has already adopted a greater number of the proposed uniform statutes than any other State, having already ratified seven of such statutes, including a uniform negotiable instruments law, a uniform warehouse receipts act and a uniform sales act, with other important business laws. This principle of uniform action should be rapidly extended to a wide range of matters affecting the general welfare.

I urge you to co-operate with the other New England States for better and more uniform laws in regard to taxation, regulation of railroads and other corporations, and the conservation of our forests, fisheries, water powers and other natural resources.

## **REGULATION OF TRUSTS AND MONOPOLIES BY THE STATE.**

The duty of government does not end with the care of individuals or their public service. It has an equal duty in regard to general business which this State government has not thus far successfully met. In recent years we have depended too largely upon the federal government for protection against the evils of monopolies, conspiracies and



combinations in restraint of trade. We must now demand the application of the existing Statutes of the State directly to the correction of these evils. I particularly urge you to investigate the so-called bread trust, now in process of formation in this State, to the end that the proper remedy may be applied by the State before violations of law, if any are contemplated, are carried out. Moreover I recommend restoring to District Attorneys the full power of enforcing the anti-trust act of 1908 (Chapter 454), in their respective districts; such enforcement being now contingent upon the direction of the Attorney-General.

### **The Marketing of Watered Stock should be made difficult.**

For the protection of the people, it should be made more difficult to secure subscriptions to capital stock of no value or without other value than the hope of exercising a monopoly. I recommend that persons desiring to market stock and other securities in this Commonwealth be required to obtain the permission of a State authority, based upon a public statement under oath of the actual condition of the enterprise.

### **Transportation and Holding Companies.**

Our own State laws must be applied to the protection of industry and commerce from corporation abuses. Yet, through the neglect of State officials, the power of State governments to prevent such injuries has fallen into abeyance; and some of the States have even fostered combinations by creating holding companies.

We have such a company in this State, known as the Boston Railroad Holding Company; but it is wholly indefensible, and I now demand that the constitutional power of the Commonwealth be exercised to dissolve it.

This holding company was created, by the enactment of a previous Legislature, for the sole purpose of permitting the New York, New Haven & Hartford Railroad Company to acquire control of the Boston & Maine Railroad in violation of public policy and the statutes of the State.

Both railroads enter Boston, but at opposite sides of the city; and this holding company has enabled both railroads to maintain a break in their freight and passenger service at this great center of industry and population while enjoying all the benefits of combination and public fran-

chise. It is preposterous to permit the union of these companies so long as the public is denied the benefit of a united railroad service for through passengers and through freight. At present both passenger and freight service is fixed at the rates and over the routes most profitable or convenient to the companies, without reference to public convenience or economy. The loss to the public under these conditions has been and is enormous.

The Boston Railroad Holding Company must be dissolved. This is the first step toward securing the right of the people to adequate service. If the two railroads concerned are not parallel and competing in violation of the Sherman Act, then there is no objection to a consolidation of these properties, under proper restrictions and conditions. The principal condition is that the two lines shall be physically connected, and thus provide for through passenger and freight traffic.

We have to-day a virtual consolidation of these properties without receiving the public benefits which should be a condition of, and logically follow, such consolidation.

The connection of these two properties is the one great necessity of our railroad situation, and there are two means of accomplishing it. The

railroads may be required to provide the connection of their lines as one of the conditions of their consolidation; or the public itself can assume the ownership of our rail terminals, and furnish the necessary connection. Either course will give the people full power to enforce the reasonable performance of every sort of public service; and it will ensure to the railroads themselves a greater security for their capital, and a larger and more stable development than can be obtained in any other way, for it will completely clear away the uncertainties of the present situation.

Let this improvement of our public service be one of the first fruits of a State government nominated directly by the people, and more zealous in the development of the public welfare than any previous one.

### **GREATER BOSTON.**

The improvement of our splendid harbor and our transportation service is not only demanded on the general ground of public policy, but it leads immediately toward the realization of a Greater Boston.

The present prosperity of the country could never have been reached without the help of our

great centers of industry, transportation and finance. It is our imperative duty to establish such a center here in New England, for the interests of Massachusetts demand it, and the future of all New England hinges upon it.

In the present metropolitan area of Boston we have the elements of a great metropolis, but these elements are still uncombined and almost unrelated. For seventeen years the Legislature has gone ahead with the planning and executing of great metropolitan improvements, but has lavished these upon a collection of disconnected towns and cities which now pay the cost without reaping the material benefit of actual consolidation. Many of these communities have made formal protests against the imposition of assessments for metropolitan improvements for the very reason that their real estate values do not now respond to such improvements. Under a plan of municipal consolidation, all local real estate values would inevitably rise at once and steadily.

To permit the present state of things to continue would be folly, for these local communities, once combined into a Greater Boston, would take rank among the ten greatest cities of the world.

Massachusetts has taken the lead in almost every modern provision for political, industrial and commercial progress; she must no longer ignore the necessity of such a metropolis.

I believe that the towns and cities of this district are now ready to combine their power and wealth to this end.

The last Legislature authorized an initial expenditure of nine million dollars to develop a great seaport at Boston, but such a modern seaport, if left unsupported by a solidified metropolitan city and suitable transportation facilities, would mark us out to the world, not in our rightful character as a center of progress, but as a short-sighted people unfitted by temperament to take our part in the progress of the world. It is our duty to enact legislation immediately which will make Greater Boston an actual fact, and give us at once the advantages of metropolitan growth. I call upon you for legislation creating the Greater Boston.

### **Public Ownership of Transportation Terminals.**

A greater metropolitan city would result in bringing to the port of Boston the great Canadian

trunk lines. The Canadian Northwest is fast becoming one of the principal granaries of the world. The commercial growth of our northern neighbor during the next fifty years will approximate our own development during the past half century.

We are entitled to a share in this great development, for the port of Boston is the natural port of Canada as much as it is of New England.

In this connection I advocate the public ownership of docks and water terminals. Furthermore, as a final guarantee for securing the entrance of the great trunk lines of Canada into Boston, I recommend the public ownership of railroad terminals if necessary for that result.

## **GREATER NEW ENGLAND AND THE PANAMA CANAL.**

The opening of the Panama Canal in 1913 will lead to important changes in the routes of the world's commerce; and our great industrial and commercial centers must become adjusted to these changes in advance, in order to profit by them. The effect of the canal upon New England will

depend almost wholly upon local activity, energy and foresight.

New England as a unit possesses the capital and skilled labor sufficient for the growth of industry and commerce and the increase of prosperity to a point as high as that of any people on earth. The development of the port of Boston will give New England the nearest ice-free port and one of the best of American harbors for European trade. The Panama Canal will also place us nearer than Liverpool to Yokohama, and nearer for most purposes to the Pacific coast than many of the large inland cities.

Our imperative duty is to bring about this great maritime city and with it the development of all New England, to secure the best possible transportation service, and in every way to prepare for the Greater New England.

### **Ocean Freights and Money Power.**

American merchants now pay more than three hundred million dollars a year in freight money to foreign ship-owners. This money should be kept in this country. With the opening of the Panama Canal, and the increase of our commerce



consequent upon an honest tariff and a broad policy of reciprocal trade treaties, the amount of freight money now paid by American merchants and manufacturers will increase. Under such a fiscal system we shall build up an American merchant marine, and thus acquire our share of the world's carrying trade.

The carrying trade is an integral part of a complete national system of industry, and its profits are a guarantee of financial independence and increasing prosperity. Merchant ships rather than warships are the best promoters of commerce and commercial relations of mutual benefit, and the best guarantors of international peace. It was a moderate tariff, the carrying trade and freight money that made New England a great financial and industrial center, and they will do so again.

### **Tariff Handicaps should be removed.**

The foregoing considerations lead us to the most imperative need of New England, and, in fact, the whole country; namely, the removal of the discriminating tariff provisions which impose unfair burdens upon industry and commerce.

For example, one hundred years ago Boston was easily the leading port of the country and should be to-day. Yet in 1910 the imports at Boston were only \$129,000,000 and the exports \$71,000,000 as against \$936,000,000 and \$652,000,000 respectively, at New York, and \$56,000,000 and \$140,000,000, respectively, at New Orleans, the exports of New Orleans being twice as great as those of Boston.

The hope of New England is in increased industrial activity and the production of manufactures, and increased use as a terminal for the importation of the world's products, a center for their distribution throughout the Union, and an outlet for the products of this continent designed for foreign markets.

The barrier to American exports is the tariff on the raw materials of manufactures, the tariff on foodstuffs consumed by American workmen, and the superfluous rates on many articles used by all the people. These duties on imports work as a tax on exports, for they increase the cost of production in this country and make it difficult for American manufacturers to compete in foreign markets. Limited principally to the home market,

our manufacturers can supply the demand by working their plants to only eighty per cent. of their capacity, and they are compelled to make their workmen and the American consumer bear the loss of the difference. The limitation of exports works again as a barrier to imports and as a general restraint of commerce.

The superfluous protection in tariff schedules has favored the formation of monopolies designed to secure the total margin of price between the low price-level, where domestic competition ceases, and the high level, where foreign competition begins.

### Reciprocity.

We must have an absolute reduction in the present tariff rates, and a further special reduction through reciprocal trade agreements with other countries. I believe that this policy will inaugurate a new era of industrial and commercial prosperity for the whole nation. It will secure equitable conditions for the consuming public, and at the same time accord to all legitimate business adequate protection and the fullest measure of development. It will give us a new start for the next one hundred years. We need broader markets

and more commerce; and the business experience of the country now points to the policy of a lower tariff and reciprocity as the agency most surely conducive to our national progress. Massachusetts by its verdict in the election has approved these methods, and should, through the Legislature, memorialize Congress to work for them.

We shall establish reciprocity with Canada as soon as this principle is approached in its proper relation to general tariff reduction, and in a manner which the common sense of both peoples shall approve. Reciprocal trade relations with other countries, not only on the North and South American continents, but also throughout the rest of the world, are equally necessary.

Our wisest statesmen of both parties, since the foundation of our government, have advocated this policy; and it never appealed more strongly at any time to the enlightened intelligence of the country than to-day.



ADDRESS  
OF  
HIS EXCELLENCY  
EUGENE N. FOSS,  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS.  
JANUARY 2, 1913.



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1913.



## ADDRESS

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*Gentlemen of the General Court.*

For the third time the people have entrusted me with the duty of outlining to you a program of legislation.

### THE UNITED STATES SENATORSHIP.

Your duty is all the clearer, and its faithful discharge all the more urgent, by reason of the repeated refusal of the last Legislature to obey the will of the people, even in respect to giving them the right to choose their next United States Senator.

The people have the right to be represented in the United States Senate. If you were to ignore that right — if you were to send to the Senate not an acceptable representative of the people, but an advocate and champion of our dominant monopolies — you would prove false to your duty.

This is one measure of popular government upon which we come to this session with orders from the people that we cannot disobey. We must take our stand in this matter, either for or against real control of public affairs by the people. The people are



not interested in popular government merely as a theory. Their interest goes beyond the formal exercise of the franchise. They wish the pressure of their votes to be demonstrated in concrete results of public welfare. I have long and persistently urged upon the Legislature the adoption of a law providing for the election of United States Senators directly by the people. The last Legislature adopted the principle by its ratification of the joint resolution of Congress for the submission to the Legislatures of the several States of a proposed amendment to the Constitution of the United States providing for direct election of United States Senators.

I urged the Legislature four times to pass a law to carry out that principle, but they failed to do so.

In the last campaign every party endorsed the principle in its platform and demanded its adoption. I was urged, however, by both my opponents to recall the retiring Legislature in special session, and to insist upon the passage of such a law. This I refused to do for the reason that I had already exhausted every means to secure such a law from that Legislature. Moreover, I feared that their unfavorable action would be made a basis for the claim that the question had already been decided. I made it an issue that the legislators then to be elected should be ordered in unmistakable terms to

pass such a law, and that no reason should be created for the evasion of their duty. The Governor and every member of this Legislature, under whatever political designation he was elected, stands pledged to bring about the adoption of a law for the election of United States Senators by the people.

**ELECTION BY A PARTISAN MACHINE WOULD BE AN  
OUTRAGE.**

There can be no justification for the selection of a candidate by a caucus, for the people of this Commonwealth have declared that they wish United States Senators from Massachusetts to be chosen by popular vote.

**LET THE PEOPLE ELECT NOW.**

The mandate of the people of Massachusetts clearly does not refer to the election to fill the vacancy that would occur March 4, 1917. Such an assumption would make the issue purely academic. What we are pledged to do is to let the people elect the successor to the United States Senator whose term expires March 4, 1913. I believe it is the duty of this Legislature to postpone the election of a United States Senator, by adjournment of their joint sessions from day to day, to such time as a law shall have

been passed and a popular election held under that law.

I also renew my recommendations for the largest possible degree of participation in public affairs by the people, and urge upon you again the passage of laws abolishing party enrollment and providing for the initiative, the referendum, and the recall. These measures received the endorsement of the people in the last election.

GOVERNMENT BY THE RAILROADS OR GOVERNMENT  
BY THE PEOPLE.

I asserted during the recent campaign that the one issue was whether the New Haven railroad monopoly shall rule Massachusetts, or the people of Massachusetts shall control their own government and regulate the transportation system of the Commonwealth. I asserted that in this issue every other issue is involved, including that of popular government. I now assert that the election of a United States Senator by a partisan caucus will be a declaration that the control of the Legislature which has secured the defeat of every measure designed to effect a regulation of the railroad monopoly is still potent.

The greatest problem before the American people to-day is to maintain the government above railroad

domination. This problem has reached a crisis in Massachusetts. The eyes of the nation are upon this Legislature, looking to see how Massachusetts will meet this crisis. The country expects that our first step will be to bring about the selection of a United States Senator who will be an effective champion of the cause of the people.

The railroad situation in New England, and especially in Massachusetts, is such as to cause the deepest concern.

In this day and generation no public-service corporation can prosper if it lacks public confidence. The continued hostility of the press and the public to the great railroad system upon which we depend is sure to lead to serious results.

This hostility has been provoked by acts on the part of the railroad distinctly repugnant to public sentiment, and, indeed, in some instances in violation of law, and has been intensified by the failure of the railroads to afford the public the service to which it is entitled.

The situation to-day clearly demands something more than criticism. Some constructive policy must be adopted by the New England States, so that this great factor in our commercial life may be made to contribute its full share to our prosperity and de-

velopment, instead of continuing, as at present, a cause of discord and vexatious uncertainty.

#### THE BOSTON RAILROAD HOLDING COMPANY.

In my two previous inaugural addresses I urged upon the Legislature the dissolution of the Boston Railroad Holding Company, and the last Legislature appointed a commission to report to the next session upon the desirability of prohibiting holding companies to exist in this Commonwealth. Since the appointment of that commission events have occurred which have brought into high relief considerations which far outweigh any arguments on one side or the other which that commission may adduce in support of its recommendations. In the first place, the people declared on election day, with the greatest emphasis, that control of the government of this Commonwealth by the New Haven railroad monopoly must end at once. Soon thereafter their wisdom was proved by the disclosures of the New Haven railroad's veto on the construction of the Grand Trunk railway's lines to Boston and Providence. It has been said that an alleged traffic agreement would be as beneficial to New England as the construction of a competing railroad, in that it would permit the Grand Trunk to transport freight by way of Boston over the Boston & Maine tracks. But a railroad

which must create traffic over its lines to pay cost, upkeep, and expenses, affords to the public the benefit of real facilities and real competition. A traffic agreement, by its terms, destroys this competition, and makes sure the absence of these facilities. It leaves traffic to go, as formerly, over the existing lines which the railroad controlling the traffic must pay for and support.

The third event is the decision of the United States Supreme Court in the Union Pacific and coal roads cases, which makes it probable, and almost certain, that such an agreement of railroads to destroy or forestall competition is a violation of the anti-trust act.

The expressed will of the people, the overt act of the New Haven railroad monopoly, and the decisions of the Supreme Court of the United States are a combination which leaves no loophole for independent opinion on the part of the Legislature. If the Boston & Maine, and the New York, New Haven & Hartford railroads are not competing lines, and if the people of New England believe that this section can best be served by a consolidation of these lines, then the full responsibility of such a combination should be assumed, and proper arrangements should be made in Greater Boston and elsewhere for bringing about an actual physical connection of these railroads. If, on the other hand, these railroads are

competing lines, they should not be permitted to combine under one management, as at present, even though the competing points do lie wholly within this Commonwealth.

The effect of the destruction of this competition is felt in traffic extending to other States. The stifling of possible competition either within or without the Commonwealth, through the law authorizing the incorporation of the Boston Railroad Holding Company, is absolutely unjustifiable. That law is a disgrace to Massachusetts, and should be removed from the statute books without delay.

MASSACHUSETTS SHOULD NOT ASPIRE TO CONTROL  
RAILROADS BEYOND HER BORDERS, BUT SHOULD  
EXERCISE FULLY HER REAL POWER TO REGULATE.

The reason asserted for the authorization of the Boston Railroad Holding Company was that the Commonwealth might thereby retain control of a railroad system a part of the lines of which lay outside the Commonwealth, and prevent the domination of the lines within the Commonwealth by interests located in other States. The absurdity of this reason has been fully demonstrated. The authorization of this Commonwealth cannot serve as a shelter against the anti-monopoly statutes of this or any

other State, or of the national government. Nor would the actual exercise by this Commonwealth of its option to purchase the Boston & Maine Railroad give the Commonwealth power to control more than the lines within the State, even if the Commonwealth should determine not only to acquire the Boston & Maine Railroad but actually to operate it. Neither the acquisition nor the operation of a single mile of line beyond the limits of the State would be within the power of the Commonwealth. The power to acquire lines within Massachusetts and to operate them, the Commonwealth has always had; and exactly the same power is possessed by the other States over lines within their borders.

The result of the purchase of the Boston & Maine Railroad in its entirety by the Commonwealth would almost certainly be the sale of that road by the State to the New York, New Haven & Hartford Railroad. No other purchaser would be forthcoming. Massachusetts must leave the general laws to settle the question whether these roads may combine, without the prejudgment of that question by the act of incorporation of the Boston Railroad Holding Company, or the endorsement of that combination by a title derived from the Commonwealth.



ADEQUATE STATE REGULATION THE ALTERNATIVE TO  
NATIONAL OWNERSHIP AND OPERATION.

It is clear that the Commonwealth cannot control the railroad system by ownership merely or by ownership and operation. It is equally clear that if the Commonwealth does not control the railroad system, the demand for control by regulation, ownership merely, or by ownership and operation, by the federal government, will soon become irresistible.

When, if ever, the federal government owns and operates the railroad systems of the country, the power of Massachusetts to control the railroad service within its borders, except through its representation in Congress, will be absolutely gone. With mere federal regulation Massachusetts may co-operate, but in this co-operation it must secure proper service by its own agencies and efforts. For the regulation which will consider the special needs of the people of Massachusetts, little dependence can be placed upon the general regulation by national agencies. It may become evident that these agencies are inadequate even to correct evils of an interstate nature. The recent coal roads decision, after five years of delay, affords neither present relief nor hope for the future. In the event of failure to satisfy the needs of the people, both within the States and in a

national sense, the issue of federal ownership and operation of railroads will have to be met. In the present crisis in Massachusetts, confronted as we are with the necessity of formulating a stable policy for the maintenance of our railroad facilities, it behooves us to take fully into account the probability of the acquisition and operation of the railroad systems of the United States by the national government. We must do our part, by providing adequate regulation in this Commonwealth, to make national ownership and operation unnecessary.

#### THE ARGUMENT FOR NATIONAL OWNERSHIP OF RAILWAYS.

A generation ago we should have dismissed the question of government ownership as of no importance. The process of amalgamation which during that period has knit the scattered and disjointed lines of railroad into something approaching a national unit, both as to ownership and operation, had not taken place.

There is no longer any basis for the fear that replacing private by governmental initiative will result in stagnation. For, under private initiative, the factor of economic need in determining the location and relations of lines has ceased to be the controlling factor. On the contrary, the people have been shown

clearly that the purposes of private initiative are not only generally opposed to the needs of the public, but are actually embodied in a policy of comparative stagnation.

The railroad system has come under the power of a very few men. Its purpose now seems not to be to serve the public, but to levy the heaviest possible charge upon the productive energies of the country, and to expend the surplus in choking off competition.

This charge is paid by the public, and is substantially a tax. When the people pay taxes they insist on control of the rate and the disbursement of the revenue.

Under public ownership the fundamental purpose of the public service would for the first time become purely public, and that advantage would outweigh almost every benefit of private control that may be imagined. The opinion is gaining ground that the government could not possibly serve the country worse than the present masters of the railroad system have done.

**THE PROBABILITY THAT PUBLIC OWNERSHIP WILL BE  
DEMANDED BY THE PEOPLE.**

Whether or not the old notion that the government cannot operate railroads efficiently is correct, that notion has lost much of its currency. The manage-

ment of the postal service, the extension of the rural free delivery, the parcels post, and the inauguration of postal savings banks are steps toward government management that will never be retraced, but will lead rather to a more general adoption of that policy. The Postmaster-General has already recommended that the government conduct the express business of the country and buy out the existing companies. The wonderful results of the irrigation service of the national government are so real that the demand for more is incessant. The policy of government leasing of oil, gas, coal and other mineral lands has come to stay, and conservation has become a matter of governmental initiative. The construction of the Panama Canal is an achievement which will be pointed to for all time as proof that in our democracy the government can conduct large enterprises with complete honesty and effectiveness. Such a program, moreover, would be the logical outcome of the policy of protection to American production, and the advocacy of reliance upon a strong central government. We need not be surprised, therefore, to see this issue taken up by the conservative wing of the Republican party.

We may, at all events, expect to have pointed out in the near future the needs of the public which government ownership will meet, and the advan-

tages which the government has over private interests in meeting those needs. It behooves us to consider them as elements of probability that the alternative to adequate State regulation, that is, national ownership and operation, will be seriously considered by the people.

#### REASONS FOR A DEMAND FOR PUBLIC OWNERSHIP.

The railroads of the United States to-day are in a sense not primarily engaged in public service so much as in private financial operations. The chief interest of their masters is in their stocks and bonds. The public, too, is concerned about railroads as subjects for speculation or investment. Hundreds of millions of dollars are tied up continually to carry the stocks of American railroads, and like amounts are invested in their securities. All of these evidences of railroad indebtedness carry an interest burden of 5 or 6 per cent., not counting the initial cost, usually very heavy, of raising the money, and the waste in spending it. This burden is borne by the people, and represents a tax upon American commerce and industry.

If the government owned these roads, at whatever price acquired, the interest rate would be cut in half, even if all the evidences of indebtedness were reissued as government bonds at the aggregate valua-

tion of all the railroad stocks and other securities now issued. And the cost of all future inflation would be saved to the public. As a result of the refunding of railroad securities as government bonds, the hundreds of millions of dollars tied up in speculative transactions would be returned to the ordinary channels of trade and industry. The incentive, moreover, to giving rebates, discriminating, and other practices, which regulation does not seem to be able to eliminate, would at once disappear. So would the distribution of traffic and the arrangement of relations between lines on the basis of private profit. Without control of the railway system the trust system cannot long survive; railway ownership is the chief support of the so-called money trust. Whatever the force of this reasoning, it cannot be doubted that if the people of this country become convinced that it is valid, the day of government ownership and operation will not be long delayed. They will easily be persuaded that for the millions expended by the present New Haven management, for example, as the price of the New Haven railroad monopoly, and to deprive New England of transportation facilities, the government could have built a railroad to every man's door. They will believe that rates could be substantially reduced. They will look for the immediate removal of those unjust exactions

which are now added to the cost of necessities of life by the railroads which control distribution, and, often, the sources of supply. They will believe that the private parlor-car and sleeping-car monopoly, the private express monopoly and all the other private monopolies which exist in connection with private ownership of railroads would be destroyed.

They will believe that under public ownership the government would adopt a progressive policy of developing the country's resources and improving public property, and could make profitable investments of millions in public improvements and in the public service, without the fear, now ever present, that this money will be diverted from public benefit to the private profit of the railroad monopoly. And they will believe that each section as a unit will get better results from solidarity in representation in Congress on railroad matters than any now given by the uncontrolled railroad monopoly of the sections. They will believe that the alleged unjust exactions from the government for carrying the mails, and the anticipated exactions in connection with the parcels post, will disappear. And they will believe that the government will at once apply the pension system, the compensation system and all the other systems supposed to represent modern social justice. They will expect to see, moreover, a just reapportionment

of wages, a dignity in the railroad civil service, a career for the many now excluded from the management of our chief public enterprise, the railroads, and a steady job, the foundation of national prosperity, for hundreds of thousands. And they will see in this the settlement of the railroad problem, the labor problem, the trust problem, the currency problem, the "cost of living" problem, including the food and coal problems, and, with the steadying effect of all this, the elimination of the problem of financial panics. As a practical issue, public ownership of railroads may soon be the only policy left. Those who have just given the people proof that foreign capitalists may veto our proposals for new railroads will set up in vain their arguments based upon the supposed impracticability of government ownership and operation. Those who believe that public ownership of public property and public performance of the public service of railroad transportation are socialistic and otherwise undesirable need not look to the present masters of the railroad system to defeat the proposal of government ownership. Most of them desire it, and have been piling issue upon issue of bonds and stocks on their properties in order, if occasion comes, to unload upon the government.

The only way to postpone national ownership of



railroads and to retain in the Commonwealth the power to regulate our transportation system is to assert that power at once, and to apply it without delay.

A PUBLIC-SERVICE COMMISSION ABSOLUTELY  
NECESSARY.

I therefore renew my recommendation, repeatedly made, that a powerful Public Service Commission be created, armed with mandatory authority over the public service, so far as this is within the power of Massachusetts to control.

MANY IMPROVEMENTS ESPECIALLY CALLED FOR: SAFE-  
GUARDING LIFE.

The people expect you to make this control strong enough to require from the transportation corporations that they safeguard the lives of their passengers and employees; that they equip the roads with fire-proof cars; that they lengthen the crossover switches to a proper standard; that they provide quick and adequate settlement for damages in case of accident or loss of life or property; and that they make their cars clean, wholesome, and sanitary in every way.

REGULATION OF RATES AND SERVICE.

This commission should have power to compel the adoption of an interchangeable mileage. It should

enforce such train schedules as will provide convenient connections between trains at junction points.

This commission should have authority to fix freight and passenger rates on an equitable basis, to examine and audit the books of all transportation companies at any time, and to hold the railroad corporations to a sworn statement of their current operating expenses and disbursements. It must have authority to order the construction of railroad extensions, side tracks, and spurs wherever required.

#### TUNNELS AND ELECTRIFICATION.

It is equally important that this commission should have power to supervise and force the electrification of all the railroads within the metropolitan area, and their connection through whatever tunnel system is required to unite our principal railroad and water terminals into a complete system, giving us adequate facilities for rail and deep-water connections.

If you were to fail in this crisis to create a Public Service Commission with mandatory power, this Legislature would fall under just public condemnation.

It is your obvious duty to exhaust every means within your constitutional power to regulate our

public service, and to compel from its existing agencies the full discharge of their duty to the public.

PROPORTIONATE PUBLIC REPRESENTATION IN RAILROAD DIRECTORATES AND CO-OPERATIVE REGULATION BY ALL THE STATES.

A second measure, by which the benefits of both private and public ownership may be secured, would be to enact a law providing that henceforth the Governor shall appoint a number of the majority of the directors of every corporation which owns, operates or controls a railroad in Massachusetts, proportionate to the mileage of that railroad in the State. Thus, if every State in which the railroad operates shall pass a like statute, the directors representing these States shall constitute a majority of the board of directors of the railroad. The act should provide further that the Commonwealth shall obligate itself to purchase at any time, at a price to be fixed by a court of competent jurisdiction, any share of stock offered to it for purchase, unless the Commonwealth shall at the time of said offer already have acquired and then hold shares of the capital stock of that corporation equal in its proportion to the total capital stock to the proportionate representation of the Commonwealth in the majority of the directorate of that corporation. Also, the

directors of any railroad shall not have the power to withhold the declaration and payment of any dividend that has been earned over and above a reserve for depreciation.

Such a measure would accomplish directly every result which could be achieved indirectly through the condemnation, purchase and operation by the Commonwealth, or any other State, of every mile of railroad over which it has power. It would also preserve to the public every advantage of private ownership and management. It would not only be fair to the stockholders, but would benefit them.

Now they are subject to the arbitrary control of the small group of stockholders representing a fraction of a majority of the shares of capital stock. Such a group of stockholders, by their solidarity, are able to control the railroad as if it were theirs alone, and to withhold current earnings in order to participate in special dividends declared when they have acquired stock temporarily for the purpose of such participation, and when other stockholders have been discouraged. The obligation of the State to purchase this stock would be a complete justification for participation by the public in the management of the railroads.

Such a measure would preserve all the benefits of federal regulation and State regulation, and at the

same time permit co-operation of contiguous States. No New England State would refuse to pass such a law, nor would any State in the country. It would afford the opportunity to penetrate every recess of the twilight zone of railway control without violation of the principle of national unity or the theory of State rights, or any clause of the Constitution of the United States. It could be put into effect without delay in any State or in all the States, and would provide an automatic and proportional adjustment of the rights and the wishes of each State as to the ownership, operation and management of the railroads of the country.

Through the passage of such a law this Legislature may give a model statute to the other States, and mark the beginning of a sound and just settlement of the railroad problem of the United States.

I am confident that our New England business men and the stockholders of these railroads will give their co-operation to the public authorities of the New England States in their efforts to bring about a solution of the railroad problem that will conserve the interests of these stockholders and those of the public. I propose that Massachusetts take the first step toward concerted action to this end.

#### WATERWAYS.

The railroads alone, however, cannot furnish cheap and adequate transportation for all the needs of commerce, trade and industry. The improvement of our coast and inland waterways is absolutely necessary. The current development of the port of Boston, important as it is, is only one element of this policy. We must develop commercially the Connecticut, Taunton and Merrimac rivers, and encourage coastwise shipping. While we look to the federal government for co-operation and financial assistance in these important works, we must not throw the burden wholly upon Congress. The appropriation of the public funds and the extension of the State's credit to all these enterprises is now absolutely requisite if we are to regain our former commercial prestige. In default of adequate waterways, we now depend upon the railroads for the shipment of many low-grade freights which could be carried with far greater economy by water.

The cost of transportation by water is potentially far less than by railroad, and the public should have the benefit of this saving.

But, according to the recent report of the United States Commissioner of Corporations, in practically all the coast waters of the country, railroad or steam-

ship consolidations dominate water transportation. Water lines along the eastern seaboard have become to a large extent subsidiaries of railroads. The New Haven system has pursued a determined policy of suppressing any effective competition on Long Island Sound, and almost completely controls the water traffic between New York City and New England ports.

We must develop our coast and inland waterways, and remove their control from any private transportation interest.

The industries of New England should have their raw materials on practically as favorable a basis as any other section. We should attempt to bring back the industries in which the cost of transportation is a serious factor, which, one by one, as the culmination of a hundred years of shortsightedness, have been permitted to be moved westward and southward, where transportation, particularly by water, is cheap and ample.

Cheap rates on low-grade freights are the basis of industrial success. These rates may be attained only with an adequate system of waterways, and with water transportation free from railroad domination.

We should co-operate in waterway development with neighboring States, promote concerted action

of all the States, and support the efforts of the national government, — if for no other reason than for our own salvation.

Since the General Court has placed the rivers of the Commonwealth under the jurisdiction of the Harbor and Land Commissioners, I recommend that liberal appropriations be made to them for the commercial development of these waters.

The completion of the Panama Canal will form the first important step in the development of our waterways upon a national scale. Our own work of maritime and inland waterway development must now follow rapidly, and upon broad lines, if we are to maintain our proper part in the commercial expansion of our country.

The canal project is, in fact, of especial significance to us in relation to our railroad problems. The canal was demanded by the American people as a protest against the selfish policies of the trans-continental railroads. Its construction by public initiative expresses the popular conviction that such enterprises must be removed wholly from corporate control and influence. And the recent passage of an act of Congress prohibiting all railroads from direct or indirect ownership or control of steamship lines which might compete with them, again expresses the determination of the people to set all



our transportation services free from monopolistic control.

Massachusetts must abate nothing of her present zeal for the development of our harbors and rivers. To do so would remove from us still further the hope of re-establishing our right to adequate transportation service.

On the contrary, we must proceed with redoubled energy. Fifty million dollars is not an unreasonable sum to place immediately at the disposal of the Port Directors for the necessary harbor improvements, and the acquisition and development of necessary terminals in the Metropolitan District.

We are the nearest ice-free port to Europe, and we have behind us the richest continent on earth. The Panama Canal will bring us into direct relations with the far east. We must prepare for the tremendous increase in our shipping to which we are entitled, and which we can secure if we are equipped for it.

To extend the public credit in this direction will be the most profitable investment the people can make; and I believe that to continue our past niggardly and short-sighted policy would be supreme folly. Our waterfront, harbors, docks and terminals are the Commonwealth's greatest asset. To realize upon them we must have modern docks; our rail-

road terminals must be made effective as part of our seaport development; connecting tunnels must be provided wherever required; the entire power equipment of our railroads within our metropolitan area should be operated by electricity, as required by modern practice; throughout the metropolitan zone a uniform rate should be established; and our principal seaport must be made ready for our work of placing New England once more upon the commercial map.

The Directors of the Port of Boston deserve much credit for their prompt action in commencing practical work upon the improvement of Boston harbor. This enterprise has, I believe, contributed more than any other cause to securing for Boston the important new steamship service which is already scheduled.

#### TOLLS ON THE PANAMA CANAL.

I recommend that the Legislature memorialize the Congress to open the Panama Canal free of tolls to the ships of all nations as a gift of the United States to the cause of commercial freedom, and an earnest of our purpose to lead in the movement for true international reciprocity and the abandonment of the policy of retaliation. The cost of international strain and strife is out of all proportion to any

possible advantage; the possible benefits of international generosity are too great to be measured.

#### FURTHER RECOMMENDATIONS.

There are other important matters to which you will be called upon to give your consideration. Upon many subjects I shall at an early date submit recommendations in special messages. I have in this message confined myself to a discussion of the supreme issue, — the struggle between the people and the transportation monopoly for control of the government. I believe that this session may do much for the maintenance of our prosperity and the ultimate solution of this great problem. I urge you to proceed to the performance of your duty in this matter, mindful of the mandate of the people, by whose votes and as whose servants you hold your present power.

ADDRESS  
OF  
HIS EXCELLENCY  
DAVID I. WALSH  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS.

JANUARY 8, 1914.



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1914.



## A D D R E S S .

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*Gentlemen of the General Court of Massachusetts.*

We meet, filled with a deep sense of gratitude to the people of Massachusetts who have honored us by confiding the affairs of their government to us. According to long established custom, the first act of a Chief Executive is to outline to your honorable body the policies which he deems important to the welfare of the State, and to urge their enactment into legislation.

Whatever my recommendations may be, I am well aware that I can do but little without your steadfast confidence and support. The powers of the Chief Executive alone are extremely limited; your powers, however, are almost limitless in what you can do to make the State government more broadly useful.

New and more delicate tasks yearly confront us. We must realize that the older tasks merely of maintaining peace and order, safeguarding public property and rights, and preventing or punishing offences against the law are still important. In

recent years it has been found necessary for the protection of the general welfare to exercise some control in the interest of health, safety and public service over the means and methods of commercial activity. The powers given to you are ample and undoubted to grapple with all the problems new conditions have developed.

The people have not transferred their government to us. They still retain ownership and all the rights and powers of ownership. We are merely their temporary agents in performing duties which they have delegated to us. We are all called to service, and whatever our views may be upon political principles, there is no question about our common devotion and loyalty to the Commonwealth. Therefore, I confidently invite the hearty co-operation of you all.

I undertake my work, entertaining the firm belief that each one of you has the same wish that I have myself to provide the best government we are able to supply; and, further, that you have the same willingness to help me in doing my part of that work as I have to help you in doing your part. That we shall make some mistakes we know already. All I can promise is that I shall strive conscientiously not to swerve from the true course as I see it.

I now mention some of the things that have enlisted my attention.

**PILGRIM CELEBRATION.**

An organization of public-spirited citizens has taken the initiative for a Tercentenary Celebration in 1920 of the establishment of the first permanent settlement at Plymouth. This movement should receive the heartiest approval of all our citizens, and it seems proper that the Commonwealth should take some official action recognizing the importance of this coming anniversary, providing for the consideration of its adequate and fitting celebration by a commission of citizens representing the historical, industrial, commercial, agricultural, educational and civic interests of New England.

**CONSTITUTIONAL CONVENTION.**

It has been more than half a century since the people of Massachusetts have considered their constitution as a whole for the purpose of revising it and making it consistent with the conditions of the day. The strong public demand for certain changes in our Constitution compels the Legislature, year after year, to consider the same proposals for its amendment. The time of committees and of the Legislature itself is consumed, the length of the session is extended, and the normal business of legislation is embarrassed by these constantly recurring demands. The failure of the Legislature



to act on them only incites their advocates to more vigorous insistence, and tends to foment distrust of our representative government among a large body of intelligent, patriotic citizens.

Therefore, I recommend that the Legislature cause to be assembled with the consent of the electorate a body of citizens, who shall be selected without party designation, to formulate amendments to our Constitution, which, submitted to the voters of the State, will tend to settle otherwise irrepressible controversies, and will make our Constitution conform more nearly to the needs and to the public opinion of the day.

The following proposals I suggest as the most persistently pressing for constitutional authority:—

1. The initiative, the referendum and the recall of elective officers.

2. Biennial elections.

3. The abolition of the Executive Council and enlarging the powers of the Lieutenant Governor.

4. Woman suffrage.

5. Rights of cities and towns to deal in necessities of life in times of public distress.

6. Government by majority.

7. The right of the Governor to veto specific items in appropriation bills.

8. Homestead legislation, whereby the Commonwealth may help people of small means to acquire homes of their own.

9. Revision of taxation system.

10. The making of workmen's compensation compulsory.

#### STATE FINANCE.

The Commonwealth co fronts a serious financial situation. The percentage of increase in expenditures since 1904, the first year that the State assumed the care of the insane, has been 98 per cent. While the expenditures of the State in this period have almost doubled, there has been only an increase of about 20 per cent. in our population.

The estimated expenses, under existing laws, for the fiscal year ending Nov. 30, 1914, are \$17,773,578. The estimated revenue is \$9,250,000. The cash on hand Dec. 1, 1913, the beginning of the present fiscal year, was \$3,214,091. The warrants remaining unpaid at that time, added to the warrant for December expenses, and a balance of \$2,000,000 unexpended 1913 appropriations, which are available for 1914, reduce this amount to \$742,918. This leaves in sight to meet the expenses of the government for the current year, \$9,992,918 which, subtracted from the estimated expenses, leaves a difference unprovided for, which must be met by taxation, of \$7,780,659. The balance unprovided for is over \$2,300,000 more than the figures of one year ago. The estimates from which it is derived cover only such appropriations as existing legislation require, and

all special appropriations of the present session must be added in determining the amount of the State tax. The General Court of 1913 passed legislation requiring new annual and special appropriations of \$2,435,639. With an increase of about \$850,000 over last year in the total of the estimates calling for new buildings and improvements, it is quite apparent that unless the utmost care is exercised in authorizing appropriations for new and special undertakings the State tax may easily be \$11,000,000.

The interest charges alone upon the State debt amount to \$1,462,538. The direct debt, indebtedness for which the whole State is directly liable, is \$24,280,454. The contingent debt, the payment for which the cities and towns in the metropolitan park, water and sewerage districts are responsible, is \$57,402,261. In the five years from Nov. 30, 1909, to Nov. 30, 1913, the net direct debt of the State has increased from \$18,980,755 to \$24,280,454.

These figures of revenue, expense and debt tell their own story. The time has come to call a halt, and I urge upon you the closest scrutiny on all requests for money from the public treasury, and would have you always to bear in mind that you are legislating for the whole Commonwealth and not for any particular community.

There is now in the treasury of the Commonwealth

\$524,000, accumulations from the prison industries covering a period of years. This money yields  $2\frac{1}{2}$  per cent. interest, while the State is now paying from 4 to  $4\frac{1}{2}$  per cent. for money. I recommend that this fund be used for work of a permanent nature, such as institution buildings, authorized during the present year, and that hereafter all revenue received from prison industries be used to partially offset the expenses of maintaining the various institutions yielding this revenue. It does not seem just or equitable that the revenues received from the penal institutions each year should not be used to lessen the tax burden of those who provide the means for maintaining these institutions.

#### EXCISE TAX ON FOREIGN CORPORATIONS.

The State is very much in need of revenue. The tax upon foreign corporations doing business in this Commonwealth is a normal and proper way of raising it. Such a tax has very recently been held by the Supreme Court of the United States to be constitutional. As our own corporations pay such a tax, it seems both equitable and just that the privileges of foreign corporations doing business in this State, although not engaged in interstate commerce, but availing themselves of this market, should be taxed. The State first undertook the levying of such a tax at the time the business cor-

poration law was enacted (chapter 437 of the Acts of 1903). At that time large foreign corporations doing business in this Commonwealth vigorously opposed such a tax. As a result, this law, as amended by the Acts of 1907, chapter 578 (see also Acts of 1909, chapter 490, Part 3, section 56), provided for a tax of one-fiftieth of one per cent. of the par value of the authorized capital stock of such corporations, limiting, however, the total amount of the excise tax that any corporation should pay to \$2,000 per year. Such a law is a form of class legislation in favor of large corporations, precisely the ones most able to pay it.

I am unable to find any just or equitable reason for compelling every corporation capitalized for \$10,000,000 or under (for the maximum tax of \$2,000 is reached upon a capitalization of \$10,000,000) to pay a tax at the rate of one-fiftieth of one per cent. of its capitalization while all corporations having a capitalization of over \$10,000,000 pay less than one-fiftieth of one per cent. of the capitalization. It amounts to providing for a full tax upon every small and struggling corporation and a partial tax upon every excessively large corporation.

I recommend that this class distinction be eliminated and that the excise tax on foreign corporations shall be uniform for all corporations. If the

change proposed in the law is made, an increase estimated at \$230,000 annually will be added to the State revenues from this tax.

#### TAXATION.

In urging the need of a constitutional convention, I have pointed to our taxation system as demanding immediate reform. The evils in the existing system have long been recognized, and efforts to correct them have been futile because the weakness is fundamental and can only be remedied by changes in the organic law. Our Constitution was framed at a time when intangible personalty as a form of property was unknown. Stocks and bonds and other credits did not come within the purview of those who drafted the instrument, and the uniformity of rate upon all classes now recognized as property, imposed by the requirement that taxation shall be "proportional," has led to the concealment of millions of dollars of taxable value, with a great yearly loss to the revenue of the State and increasing lack of confidence in a government that exacts from the small holder of tangible property the last cent while the holder of large amounts of intangibles goes untaxed.

In a communication to the House of Representatives in April, 1913, the Tax Commissioner estimated that not less than \$4,646,000,000 of taxable personal

property escapes taxation. The total assessed valuation of real estate as reported by the municipalities as of April 1, 1913, is \$3,353,716,536, and of personal property, \$1,084,742,120. Estates of deceased persons coming under the scrutiny of the Tax Commissioner's department were three and one-half times as much personal property as real estate. This is true of all estates examined during the period of four years, and supports the estimates made.

To reach effectively this personal property for the purpose of taxation the Constitution must be amended. Whether the amendment should be so broad as to permit a classification of property for taxation of several forms at several rates, as is strongly advocated by some of the leaders in the movement of taxation reform, or shall provide for a system of income taxation such as has proven successful in Wisconsin, is so great a problem that it should be dealt with by a constitutional convention.

To amend the Constitution even by a constitutional convention will take time, and pending such action the present law should be strengthened that it may more effectively be enforced. To this end I recommend the enactment of legislation as follows:—

*First.*— That with every deed conveying real estate there shall be filed under oath a statement of

the true consideration for the conveyance; that such filing shall be in the registry of deeds, and shall be open only to the inspection of the taxing authorities of the State.

*Second.* — That the Tax Commissioner's authority be extended so that he may set aside an assessment in whole or in part, and may order or make a new assessment in any municipality.

*Third.* — That a system of compulsory return should be established. I do not mean by this that every man and woman should be required to make a sworn return or be fined or imprisoned for failure to do so. Such a law might defeat itself. I do mean that the duty of the assessors should be so strictly stated that returns will be made by all having taxable property. For instance, a law that in case no return is made the person shall be actually assessed to the best knowledge of the assessors, and then a penalty equal to five times the tax imposed, would secure returns.

*Fourth.* — That upon discovery of any property that has escaped taxation a tax shall be assessed for the current year and a similar tax for each of the preceding five years.

The suggestion that the Tax Commissioner may be given power to set aside an assessment in whole or in part, to order or make a new assessment, may be opposed upon the ground that it is an interference



with home rule, but that view is untenable. The taxing power is primarily a power of the Commonwealth as an entity, and the abuse of authority delegated to municipalities by some local assessors furnishes ample reason for State interference to provide against nonfeasance, if not malfeasance, in the exercise of delegated power. It is notorious that boards of assessors in certain municipalities have virtually made agreements with men of wealth that the latter should take up their residences in the particular towns or cities, with an understanding as to the amount of assessment to be placed on their personal property. It may be that the power to appoint a member of the board of assessors or to remove delinquent or inefficient assessors if given to the Tax Commissioner will go further to remedy this and similar evils, but I am convinced that if the power to set aside and make assessments rests with him the evil results of delinquency and inefficiency will be minimized.

### *Public Corporation Taxes.*

Certain corporation taxes now collected by the Commonwealth are distributed to various municipalities in accordance with the ownership of stock of such corporations by the residents of such municipalities, namely the taxes paid by railroad, telephone and trust companies. The municipalities which most benefit by this distribution are generally

the rich towns. It is suggested that a law be enacted to provide that the franchise taxes paid by railroads, telephone companies and trust companies shall all be retained by the Commonwealth, as they are State-wide companies. If constitutional, the same law should be made to apply also to the tax on stock of national banks. For somewhat similar reasons taxes paid by the gas and electric companies might well be distributed to the municipalities where the companies operate, rather than to municipalities where the stockholders reside, on the theory that such companies are of a local and not of a State-wide character. The result of such changes as are here suggested would increase the revenue of the Commonwealth by about \$1,600,000 and cause a corresponding reduction of the State tax. I can find no tax authorities the country over in justification of our present basis of distribution of franchise taxes.

#### ELECTION REFORMS.

##### *Party Enrollment.*

The direct primary has made the selection of even greater importance than the election of candidates for public office, and there is widespread opposition throughout the Commonwealth to those provisions of the primary law which compel citizens to become enrolled in a political party before being

allowed to participate in a primary election. A fundamental right vested in the people is that of determining the way and the manner in which they desire to conduct their elections, and if there is a decided opposition to the present method requiring party enrollment, they should be provided with the kind of primary ballot they desire.

I recommend that party enrollment be abolished, and the enactment of legislation providing for a ballot containing in separate columns the candidates for nomination of the various political parties; that each voter be permitted to make his choice of the party column from which he desires to make his selection of candidates. He should have the right to do this secretly, without disclosing his party affiliations.

### *Woman Suffrage.*

In the recent election two of the political parties advocated the submission of this question to the voters of the Commonwealth, and I recommend that the Legislature take the necessary steps to permit the voters of the State to pass upon this subject.

### *Corrupt Practices Act.*

The experience of late years has convinced thinking citizens that we must improve our laws respecting elections. The recent change in the corrupt practices

law accomplished little in its effort to restrict the use and influence of money. In fact, by permitting money to be contributed by persons not the candidate, in however large amounts, it is an incitement to large expenditures during a campaign.

The object which our election reforms should attempt to accomplish is the abolition of all contributions by private individuals to campaign and election expenses. These contributions, so long as they are permitted, will be sources of influence which are too often unfortunate. The State should assume every legitimate campaign and election expense; all illegitimate expenses should be strictly prohibited. A campaign is waged for the legitimate purpose of informing the voters on the issues of a pending election. Reasonable expenditures for the purpose of giving that information to the voters is as necessary, if not more necessary, than the education of the voters themselves.

The Commonwealth of Massachusetts spends more than twenty million dollars a year in giving the citizens a general education which in theory qualifies them better to judge and decide the questions of public policy which arise as issues in our political campaigns. It is preposterous that the State should stop in the work of enlightenment after providing a general education and should leave them to grope in the dark, obtaining light haphazard, or only such

partial light as interested persons with large financial stakes in the results of an election may choose to give them. It would be no less absurd for political candidates to pay the expenses of polling and counting the vote on election day than to have these parties pay the expense of giving the voters knowledge and information on which they must base their decisions concerning the issues.

The preservation of a government by the people depends upon the wisdom of the judgments which they render in elections. They cannot be wiser than their information permits them to be, and if they are dependent upon information furnished by money contributed from interested sources their decisions must be biased by the source of their information. If the State assumes the expense of furnishing information, whether in the form of literature or oral argument, reasonably calculated to enlighten the voters, and also undertakes to bring them all to the polls, if necessary by compelling them to cast their ballot, then no legitimate expense will remain to be provided for by private expenditure. And all such private expenditures can thus be prohibited.

The public servant will then be more free to serve the people honestly, and the political parties will be under less temptation to balance between the

favor of the public and the favor of those who contribute to the campaign expenses.

I hope that this Legislature will be distinguished by the passage of a strong corrupt practices act.

### *Initiative and Referendum.*

The time has come for the initiative and the referendum. No sound argument can be made against these measures in a government by the people where the majority are supposed to rule. Those who oppose these great reforms whereby the people can enact an important law themselves if the Legislature refuses to enact it, and can veto a bad law which the Legislature has enacted, oppose them because they wish to perpetuate the undue influence of the minority, which has been so marked in the political history of this country during the last generation.

In the ancient and modern civilization the nearer a government approached to democracy the greater and happier were the people. The initiative and referendum are the modern instruments of democracy.

### *Biennial Elections.*

Every other State has done away with annual elections. The adoption of the direct primary law has increased the amount of time required for political

campaigning to approximately four months, with the result that we have altogether too much electioneering. Moreover, annual elections are an exceedingly great burden to the man of limited financial means whose public service the people may desire. The consumption of so much time, the great personal expense and the loss of income will inevitably keep this class of deserving and able men from the public service. The adoption of biennial elections would mean a saving of almost three-quarters of a million dollars every other year to the candidates, the municipalities and the State government, all of whom bear the expenses of elections.

But more serious reasons lead me to urge most forcibly this change. Annual elections tremendously cripple the public service. The State government no sooner organizes for the year's work than there is started an immediate agitation of the political possibilities of various candidates for the late summer primary and fall election. The public official's attention is distracted. The atmosphere surrounding the departments of the State government becomes noticeably political rather than business, with the result that altogether too much consideration is given to future political contests and too little to the thoughtful, dispassionate and nonpartisan discussion of pending public questions. We need more attention to the State's business and less to politics.

With the adoption of the initiative and referendum and the recall of elective officers the necessity for annual elections will no longer exist. I recommend that these reforms be considered together.

#### LEGAL PROCEDURE REFORMS.

There is urgent need of relief for the Supreme Court of Massachusetts. In every State in the Union except Maine the court of last resort is practically an exclusive court of law. In Massachusetts the Supreme Judicial Court is not only the appellate court of law for the Commonwealth, but it is also burdened in each county with certain duties of preliminary jurisdiction. The result is that the time for preparing and writing the five hundred or more opinions that this court is expected to give each year is altogether too limited. I therefore recommend a revision of the jurisdiction to make the Supreme Judicial Court a court of appeal and correction in matters of law exclusively, and the Superior Court the tribunal in which all questions of fact at common law and in equity shall be finally determined.

As to the jurisdiction of Probate Courts, I recommend that appeals in will cases and issues to the jury should be framed in the Probate Court and sent to the Superior Court for trial, and the law



changed to prevent unnecessary delay in these appeals.

A matter in the interest of advance legal procedure, and of great importance to many people, requires changes in our present law which will accelerate the settlement of estates of deceased persons. The law now in operation requires unnecessary delay, often causing severe hardships and actual suffering as well as inconvenience and needless expense. Usually an estate can be distributed legally by the executor or administrator within one year from the date of appointment, and in some estates within as short a time as six months. In normal probate cases the time might be reduced from two years to one year, as is now provided by law in the leading States of the Union.

I also recommend a revision of our antiquated mechanic's lien, tax sale and partition laws, to the end that the confusion and uncertainty attendant upon the administration of these laws may be ended, and that the individual's rights may be more clearly defined and the expense to litigants lessened.

#### BANKING.

The recent passage by Congress of the act providing for the establishment of a system of federal reserve banks promises to make a change of funda-

mental importance in banking conditions in this country. As this act offers to banking institutions under State laws the opportunity to join the federal reserve banks, legislation should be passed to give the necessary authority to trust companies to make the required subscriptions. I recommend that any legislation which may be found necessary for this purpose be promptly enacted.

The new federal banking and currency law recognizes and penalizes a pernicious practice that has grown up in modern banking, — the widespread practice on the part of officers and employees of banks in personally profiting through transactions of their own institutions. The banking institutions of this Commonwealth should be maintained on the highest plane of honesty and probity, and operated for the benefit of the whole people, their commerce and industry; they should not be used for the benefit and enrichment of the few. I therefore recommend legislation to prohibit any officer, director or employee of a banking institution from receiving a personal gain or profit from the sale of notes, stocks, bonds, for negotiating loans, and other transactions of this character.

## MILITARY AFFAIRS.

*Adjutant-General.* — The law passed by the Legislature of 1912, extending the term of office of the Adjutant-General to five years, should be repealed. The Adjutant-General is merely the military private secretary of the Commander-in-Chief of the militia of Massachusetts. There is no sound reason why the military secretary of the Commander-in-Chief should have a term of five years any more than the office of private secretary to the Governor should be for five years. The Commander-in-Chief should have the right to select his own Adjutant-General.

*Use of Armories.* — I believe in a wider use of the expensive and costly armories that have been constructed at large public expense. Organizations of young men in and out of the high schools, which conform to the training, uniform and equipment prescribed by the government, should be permitted to use the State armories and the State equipment at such times and in such manner as will not conflict with the use thereof by the organized militia. The public should also be given the opportunity to use the armories for public gatherings when the use of them is possible.

## STATE AND MILITARY AID.

The period of operation of the law governing State and military aid, and the burial of indigent soldiers, etc., will expire Jan. 1, 1915, therefore it follows that if payments under this law are to be continued it must be re-enacted by the present Legislature. This law has been re-enacted every five years since 1879. In re-enacting the law governing such payments I recommend that the maximum amount paid to widows of soldiers now eligible be increased to \$6 a month, putting their widows on an equality with the soldiers. The national government recently has materially increased the pension to soldiers of the Civil War, the maximum pension under the Sherwood act being \$30 a month.

As the widows may receive only \$12 a month United States pension, and their State aid is limited to \$4, I believe an increase of \$2 a month is justifiable.

## STATE PRINTING.

The cost of State printing has reached a figure which demands that it receive the careful attention of the Legislature. The Secretary of the Commonwealth is the supervisor of State printing, but his authority is extremely restricted. Power to edit, revise and cut the various reports is vested in a separate Board, made up of busy State officials who have little time to give to their duties. The printing is measured by an employee of the Auditor's office. No matter how many public documents are wasted yearly the Secretary, who has charge of their distribution, cannot cut down the number unless he first receives the consent of the Board, commission or department making the report. Thousands of dollars' worth of public documents are annually sold as junk. Many of the documents contain matter of almost no public interest, and many contain duplications of matter embraced in other reports. For instance, the pay roll book of the Commonwealth, which, up to the last edition, cost the State over \$5 a copy, is practically duplicated in the Auditor's report.

With the limited authority the Secretary has over State printing a saving of several thousand dollars was effected last year, and I am convinced that a businesslike management of the State's printing

would mean a saving of at least \$50,000 a year. I recommend that full authority over the State's printing be vested in the Secretary of the Commonwealth.

#### WORKMEN'S COMPENSATION ACT.

The Workmen's Compensation Act has now passed the experimental stage in operation and has demonstrated the wisdom of its enactment. There is no longer even serious denial that the old employers' liability system, based upon negligence, was unjust in part and inconsistent with modern industrial conditions, and so unworthy of any humane and intelligent people that the result has been the acknowledgment by the State of a new responsibility to the victims of industrial injury.

The compensation act was drawn upon conservative lines, limiting the scope of its benefits in order to impose no undue burden upon employers which might be prohibitive of industry. Experience and study here and in other Commonwealths now warrant the recommendation of changes in the law which will increase the measure of its benefits to the employee, and of the enactment of legislation to provide for regulation by the State of liability insurance companies to protect the employer against unjust and excessive rates.

I therefore recommend the following amendments to the act: —

*First.* — That compensation paid under the act be increased from half wages to 65 per cent. of the average weekly wage of the injured employee, the minimum and maximum payments to remain as at present.

*Second.* — That payments to dependents in fatal injury cases be extended to cover a period of five hundred weeks from the date of the injury, the maximum payment not to exceed \$4,000.

*Third.* — That payments on account of partial incapacity be extended to cover a period of five hundred weeks from the date of injury.

*Fourth.* — That in the payment of compensation by a lump sum the Industrial Accident Board may be given the power to fix the sum to be paid, so that the matter of agreement as to payment of compensation by a lump sum shall not be a matter of bargaining between the employee and the insurer.

*Fifth.* — That the act may be amended so that it may be given extra-territorial effect by express legislative intent.

*Sixth.* — That the Industrial Accident Board be given the power to require the payment of bills for medical, surgical and hospital attendance beyond the first two weeks after the injury in cases in which in its judgment such attendance is required.

*Seventh.* — That compensation and payments be so readjusted that a youth who loses an arm or suffers

a serious impairment of like nature shall receive such compensation as shall enable him to provide for his future by receiving a training in a self-sustaining occupation.

*Eighth.* — That the Board shall have the same power to fix rates and the same supervision over liability insurance companies as the Public Service Commission now has over the railroads of the State, and that the Board have the necessary power to obtain all information required by it from such insurance companies.

In connection with the last recommendation, it should be called to your attention that investigations of the Industrial Accident Board have shown that of each dollar of premium paid under the Workmen's Compensation Act 45 cents has been paid in losses and 55 cents is retained by the insurance company for their various purposes. This average is the amount the insurance companies claim they must have to do business, but this should not be a matter of mere guesswork; the rates should be reasonable and consistent with the public interest. The need of adherence to this principle was emphasized in the results of special study begun in November, 1912, by the Accident Board, which showed that only 12 per cent. of the premiums charged went to pay claims under the act. When, in January, 1913, the report of the results of this inquiry was to be sub-



mitted to the Governor, the insurance companies, which up to that time had been protesting that the rates were not high enough, made a horizontal reduction of 25 per cent., effective after July 1, 1912. The reduction was a horizontal reduction, and, while in some cases entirely justified, was in the greater number of cases wholly inadequate. This action in itself, taken with the fact that reductions since made make the total reduction 35 per cent. of the rate originally charged, points to the necessity of the regulation of the companies by the Board which is administering the act.

This need for regulation extends also to fire and life insurance. The first act of the workman in buying his home is to insure his house against fire, otherwise no workman could own a home. Recent inquiries have shown that competition for fire insurance business and waste resulting therefrom have opened the door in the United States for arson and crime, and the nation pays the bill. The waste of fire loss in this country is a burden which bears heavily on industry, and is not tolerated in European countries. The prudent workman with a family regards it as a necessary expense, to be protected by insurance in case of death. The abuse of life insurance and the improper use of capital and surplus in the hands of life insurance companies is an old story, and the unregulated waste of these forms of insurance should not be permitted to continue.

## INVESTIGATION OF LABOR DISPUTES.

Public opinion in nine cases out of ten will determine the issue of strikes when their causes are understood, and neither the employer nor the employees will dare to be wrong when they know that public authorities will investigate the facts and make them publicly known. This is a species of moral compulsion which is wholesome, and cannot be objectionable to workmen who want to be right; nor will it burden the Massachusetts employers with restrictions not imposed on competition in other States, for the competition will always be one of the facts in issue, to be investigated and reported upon by the investigators.

Thus, while not jeopardizing the equilibrium between our own industries and those of sister States, we would take a long step towards industrial peace. Such investigation is not an invasion of private rights, and is a simple and effective method of securing the peace of the community. I am unalterably opposed to compulsory arbitration, but favor amending our present laws so as to insure compulsory investigation and reports placing the blame for labor disputes.

I also recommend that the act of last year, giving to members of the State Board of Conciliation and Arbitration the power to summon witnesses, administer oaths, take testimony and compel the pro-

duction of books and papers, be extended to the local boards of conciliation and arbitration created by chapter 514 of the Acts of 1909.

#### PUBLIC HEALTH.

There is no more important function in the government than to care for and protect the public health. In the earlier development of the country this truth was not so well recognized; but Massachusetts is entitled to the credit of having led the way among the Commonwealths in the establishment of a State Board to safeguard the health of its people. Public health questions in this State were first considered by a commission appointed in 1849, and in 1869 the State Board of Health was created. Down through the intervening years the Board has not only led the way in the study of health problems, but has secured the enactment of a body of health laws which have been the model for legislative action in other States.

Changes in conditions and the great increase in the volume of work of the Board would now seem to demand such a reorganization of this department as would place it among the paid Boards with an executive officer armed with authority and charged with the responsibility of supervising the administration of the health laws of the State. With this in view I recommend the establishment of a salaried

Board of Health, with a Health Commissioner appointed by the Board subject to the approval of the Governor. Provision should be made for sufficient salary for the Health Commissioner to insure the services of a man of training and capacity to fill this important position, probably the most important in the public service of the Commonwealth. The salaries of the members of the Board, whose duties would be largely advisory, need be little more than nominal, because the experience of the past demonstrates that men of commanding ability in the study of health problems will give of their time and service to the State.

#### INSTITUTIONS.

In order that supplies for the various institutions may be standardized, and that the State may receive the benefit derived from buying in large quantities, I recommend at this time that there be established a central purchasing agency for all the State departments and institutions, and that careful study be given to plans for reorganization under a central administrative body, — a method of administration which has been adopted with marked success in several States, with great saving to the public treasury.

## CARE OF INSANE.

The powers of the State Board of Insanity, which are now merely supervisory, should be extended in order that the Board may have a greater measure of control over the conduct and management of institutions under their charge. The several State hospitals should be reorganized, and the treatment and care of the patients raised to a higher standard, and this reorganization should include the training schools at the hospitals, that the curriculum may be made more attractive and the standard of nurses raised. Conditions demand, even though it involves a larger State expenditure, that a higher grade of attendants be secured to care for this unfortunate class of charges of the State, and social service work should be extended for the prevention of insanity and after-care of the insane.

## VETO POWER OF GOVERNOR.

The powers which the Legislature usually delegates to commissions are of an executive character. As the Chief Executive, the Governor ought to have the power to direct the policies of these executive Boards in matters which concern the policy of his administration, for he alone receives his commission directly from the people and submits his policies for their decision. This does not mean that he needs

to exercise that power on trivial or inconsequential matters. The Governor should have the power of veto over the appointment of the chief administrative officer of unpaid Boards and all acts affecting the public policy.

#### INEQUALITY OF SALARIES.

There is a marked inconsistency and inequality in salaries paid to members of commissions, apparently little regard being given to the amount of time they are expected or in fact do give to their work. Under some legislative acts officials are obliged by law to devote their whole time and are paid less salaries than officials who devote little more than an hour a day to their duties. In several of the commissions, the real and important work is done by a high salaried secretary, yet the members of the commission receive substantially the pay authorized by the Commonwealth in those cases where commissions are expected and do in fact devote all their time to the public service.

A complete readjustment of salaries paid to commissions, having regard to the amount of time given to their work as well as the responsibilities involved, should receive your attention.

And I especially recommend a substantial reduction in the salary of the chairman of the Directors of the Port of Boston. In my judgment the work

of this commission is hampered by the fact that the chairman is paid a very large salary, disproportionate to that paid the other members of this commission. The act creating this commission evidently intended that the members, other than the chairman, should receive only a nominal salary. This condition inevitably leads to discontent and divided responsibility. It would have been better if the other members of the Board were unpaid, for then they would fully understand that they were called to the public service solely from a sense of public duty.

#### CONSOLIDATION OF COMMISSIONS.

I believe that paid Boards should be reduced in number wherever possible. Division of responsibility is inevitable upon large commissions. There is no paid Board the work of which cannot be performed by three members. There are some commissions which could well be reduced to one member without in the least impairing their efficiency. The work of such paid Boards as the Boston Transit Commission, the Directors of the Port of Boston, the Board of Labor and Industry, the Public Service Commission and the Industrial Accident Commission could be performed with increased efficiency by three members, and a substantial saving made in salaries to the taxpayers of the State.

In nearly every case where five instead of three

commissioners have been provided for there has been a political motive involved. The first legislation suggested for the Industrial Accident Board, the Directors of the Port of Boston and the Public Service Commission was for three members, and the increase of two members was not so much to strengthen or add to the efficiency of the work of these Boards as it was to provide places for aspirants.

At this time I suggest for your consideration the following changes in the commissions of the Commonwealth: —

1. A single-headed Fish and Game Commission. The result of study and thought given to this commission by the Board of Efficiency and Economy led them to make this recommendation some time ago. Their recommendation ought at least to be *prima facie* evidence that this is worthy of your most careful consideration.

2. The consolidation of the Harbor and Land Commissioners with the Directors of the Port of Boston. There is reason to believe that if it were not for the personnel of the Harbor and Land Commission there would not have been a new commission created at the time the law was passed organizing the Directors of the Port of Boston. There is too great a tendency to establish new commissions rather than delegate new powers to the established commission, because of a lack of confidence on the part



of the Legislature in the personnel of certain commissions. Duplication of office expenses and an engineering force does not warrant the organisation of two bodies engaged in practically the same general kind of work.

3. The State Auditor should not be a member of the Commission on Economy and Efficiency. Under present legislation he is an unpaid member of this commission, and, as would naturally be expected, gives practically no time to the work of the commission. Provision should be made for a third member who should not be connected with any other department of the State government.

4. The consolidation of the Metropolitan Water and Sewerage Board with the Metropolitan Park Commission and a new commission, creating in place thereof three members, as a metropolitan department of public works. If you do not agree that this recommendation will result in a more effective and economic administration, then I suggest for your consideration two separate commissions of one member each. The period of present constructive work of both these Boards is passed. In my judgment there is no sound reason why these metropolitan departments should not be consolidated into one. The State is now put to unnecessary expense in the maintenance of two separate departmental headquarters, for which it pays high

rent for offices outside the State House, and in connection therewith is supporting two separate forces of engineers and clerical assistants, with a consequent duplication of expense.

5. The reorganization of the Public Service Commission by making its membership three instead of five. With one exception the salaries paid this commission are the largest paid to the members of any commission in the Commonwealth. The salary ought to command the services of men who will give substantially their whole time to this important public service. Members are paid the same salary as judges of the Superior Court, who give their entire time to the Commonwealth. For years the duties of this same commission were performed by three members at a much reduced salary. The recommendation for five members was based upon the assumption that all public-service regulation should be performed by this commission, but the law as finally enacted left an important part of such regulation with another commission.

#### STATE HOUSE EXTENSION.

The last session of the Legislature authorized the building of an extension to the present State House which when completed will provide space only for those departments which were occupying rented quarters in the year 1912. A commission recently

appointed is now undertaking the work of erecting this addition. The floor space of the new building when completed will be inadequate to provide for departments which are already in existence, and no provisions have been made for future growth and extension. This means that the State will be compelled to continue the system now existing of renting quarters in various parts of the city.

Sound business policy, not to mention the fact that the people of the Commonwealth have a just right to look forward to some time when we should have a completed State House capable of accommodating all departments of the State government, and providing for despatching the public business properly and efficiently, would suggest the wisdom of building such further additions as are necessary during the time that the wings already provided for are being constructed. A saving of at least \$100,000 and possibly very much more would be made by the State constructing at this time all such additions as are bound to be necessary in the near future.

#### AGRICULTURE.

The great industry of agriculture, once the mainstay of the Commonwealth, must be encouraged and protected if it is to retain a place among the protective agencies of the State. Few States in the Union are richer in agricultural possibilities. Our

fields and uplands present wonderful opportunities for the husbandman, yet we are producing a very small percentage of the agricultural products which our people consume. An intelligent effort must be exerted to make the most of the productive power at our hand.

*Extension Teaching.* — The increasing unwillingness or neglect of our people to invest capital or give time to agriculture points to the necessity of the extension of education and demonstration in practical farming as a need of the hour. This would contemplate: —

*First.* — The teaching of the farmer by direct individual contact.

*Second.* — The extension of our present rural system of State aid for agricultural education to the rural schools in the smaller towns.

The most imperative and immediate need of Massachusetts agriculture is to bring scientific knowledge to the door of the farm and to see that it is practically applied. This can be done by the establishment of county organizations or agencies aided by the State, with one or more trained persons to act as demonstrators or advisers to give direct instruction and aid in the development of the farms. The success of the organization known as the Hampden County Improvement League points to the value of this work. I recommend that this splendid work be

encouraged by the enactment of a law that will allow county commissioners the authority to appropriate sums for agricultural demonstrations, and that will also grant a State appropriation of a reasonable sum to counties that organize for this work.

The laudable movement now being made to build up the fruit raising branch of the industry would in itself certainly gain impetus if the service of trained men were at the call of the local fruit raiser.

To insure competent management and instruction, the power and approval of appointments of agents or instructors and the direction of the instruction should be given to the faculty of the Massachusetts Agricultural College. If such a system is instituted, the students attending the Agricultural College should be required to give a portion of their fourth-year term to the service of the State in agricultural instruction under the direction of these county bureaus.

*Milk.* — The milk-producing business is the backbone of agricultural industry, and it is a lamentable fact that while the need of a larger supply of clean, wholesome milk annually increases, the supply drawn from Massachusetts farms annually decreases. It would be idle to enter into any discussion of the causes that have produced this result. The actual conditions demand the enactment of legislation which will protect the Massachusetts milk producer and consumer alike against the unfair competition of

inferior product drawn from long distances and produced under conditions inimical to the public health, and over which we have no control.

*Revision of Laws.* — The State laws pertaining to agriculture should be simplified, and the duties of the several State-supported agencies working in the agricultural field should be unified and harmonized. The work of the Agricultural College, the State Board of Agriculture, the State Forestry Department, the Department of Animal Industry, the Dairy Bureau and the Fish and Game Commission should be divided and clearly defined, and possible consolidations made, in order to save the time, effort and money now lost in the duplication of the work in these departments. The powers of the State Board of Agriculture should be administrative, and the function of teaching now exercised by the Massachusetts Agricultural College should include all agricultural instruction in and out of the college.

In order that the lines of service be clearly marked and the laws be effectually simplified, I recommend that the Legislature create a commission, to be organized at once, to investigate and report to the present Legislature.

*Rural Credits and Co-operation.* — Farmers of Massachusetts do not desire to borrow money more cheaply than at the usual rate of business houses, but they should borrow money as easily and as

cheaply. Present methods are cumbersome and expensive, and legislation which would relieve the farmers from the present burden is highly desirable.

There has recently appeared a great interest in farmer's co-operative societies and schemes for rural credit. I suggest that we should give these propositions the most careful consideration, and see that only beneficial legislation is enacted.

*Agricultural Education.* — Children of our rural population should have equal opportunities for obtaining the same kind of education that the children have who live in the larger and more prosperous communities of the Commonwealth. There is immediate need that rural education in Massachusetts should be greatly improved. In the country schools the salaries of teachers are low, and not all of the teachers employed have had proper training. In many instances schoolhouses and their adjuncts are in deplorable condition, and school committees are at times indifferent. It is desirable also that agricultural education be developed in the district schools to meet the ends of rural communities.

Before passing from this subject let me request that the legislation of this year dealing with the problems of our farmers mean more encouragement, more kindly assistance and less unnecessary requirements.

## PUBLIC-SERVICE COMMISSIONS.

*Regulation of Telephone and Telegraph Companies.*

The Boards of Railroad Commissioners and of the Gas and Electric Light Commissioners are and have been, since their establishment in 1869 and 1885, respectively, considered the "public-service commissions." No other public Boards have had this work as their sole function. The authority exercised by the Highway Commission prior to last July over the telephone service (Acts of 1906, chapter 433) and of the Board of Health over water rates (Acts of 1909, chapter 319) is incidental and foreign to the authority and duties of the latter Boards. Recognizing these facts, the Legislature of 1913 changed the name of the Railroad Commission to "Public Service Commission," and not only enlarged its jurisdiction over transportation companies, but extended it to telephone and telegraph companies. Experience under the act since last July, however, has made it clear that the transportation problems alone are so varied, extensive and critical as to demand the undivided attention of the members of any Board. The public relations incident to the construction and use of electric lines, whether for the transmission of light or intelligence, seem to present many similar problems and to be governed by like fundamental principles. Consideration of the funda-



mental questions involved in fixing prices, requiring reasonable and proper quality of service, compulsory supply and capitalization have been the important features of gas and electric company regulation. Similar questions of public policy must arise in telephone or telegraph regulation, and suggest the importance of securing for their successful solution every advantage which past experience can afford. It is therefore recommended that jurisdiction of this important public service be transferred to the Board of Gas and Electric Light Commissioners, and that its authority and organization be extended to enable it to handle efficiently this additional work.

*Regulation of Water, Water Power and Electric Power Companies.*

For the reasons above set forth I further recommend that supervision and regulation of water, water power and electric power companies be given immediately to the Gas and Electric Light Commission. There is no authority at present vested in any commission to regulate these public-service corporations; they should be subjected without delay to the same supervision as to capital and rates as railroad, telephone, telegraph, gas and electric light companies.

*Municipal Lighting.*

Under the law of this Commonwealth no municipality in which a gas or electric light company exists can undertake either the electric light or gas business without expensive and protracted litigation, if a private company should insist upon the purchase by the municipality of its entire plant, both gas and electric light, when the municipality desires only to enter one or the other class of business. The private company at its option can compel the city or town to purchase its property, or it may refuse to sell and continue in the business as a competitor of the municipality, but the law gives no option in this important matter to the municipality itself. This legislation is peculiar to Massachusetts. In no other State, so far as I have been able to learn, is municipal ownership equally obstructed.

Since the city or town is obliged to purchase the existing gas or electric light plant before it can go into either service, and is thus under a handicap not imposed upon the private person or company, it is grossly unfair to make the terms of the purchase unnecessarily onerous. I appreciate the seriousness of engaging in such a municipal undertaking, and have no desire to remove the restraint upon ill-considered action thereon, but the whole problem should be approached as a purely business proposi-

tion, without artificial hindrance, which may confer undue advantage upon the possessors of a special privilege originally granted only for the public interest.

In any municipality where a company is now engaged in the supply of gas or electric lighting no second company may enter that field until the Board of Gas and Electric Light Commissioners has determined, after hearing all parties, that the public interest will be promoted thereby. Not even the opportunity granted to a second private company is given in the present law to a municipality. In other States either no restriction is imposed upon the entrance of the municipality into this business or it is only required to obtain from the State board supervising the industry a certificate of public convenience and necessity. The Board of Gas and Electric Light Commissioners in this State is not only qualified by experience but has exceptional facilities for ascertaining the important and material facts for determining the difficult questions involved, and I recommend such modification of the existing law as will permit this Board, after a public hearing and upon petition by the local authorities, to exempt the municipality from the compulsion to purchase existing plants.

*Maintenance of Public Service Commissions.*

An increase of \$200,000 has been added to the fixed expenses of the State by the change in the law last year placing the expenses of the Public Service Commissions on the State. One year ago the expense of the Railroad Commission, when borne by the corporations, was \$80,000. This year the State will not only pay this sum, but an increase of over \$120,000 has been asked for because of reorganization and changes in this department.

No statement is more misleading than to assert that the companies pay the salaries and expenses of the commissioners. All are paid by the State in the same manner as our judges. The State merely recoups itself for this expenditure by a special tax from the company supervised, and has always done so since the creation of public service Boards, with the exception made last year, when the act creating the new Public Service Commission failed to provide for any reimbursement to the State.

I believe a mistake was made in departing last year from the previous policy of the State. If the former position was wrong, then the Legislature should have at once applied the same provisions of law to the Gas and Electric Light Commission, and discharged gas and electric light companies from the obligation of paying the salaries and expenses of this

commission, and possibly gone a step further and repealed the law taxing deposits in savings banks, which was passed originally for the purpose of meeting the salaries and expenses of the Savings Bank Department. What is the fair rule for one public service corporation should be applied to all. Such a complete change in policy would mean an added expense of approximately \$260,000.

I am decidedly of the opinion that the method formerly pursued by which the railroads and telephone and telegraph companies paid the expense of their regulation was sound, and I urge that the provisions of law by which the cost was assessed upon the companies be restored to the statute books. There are two reasons, among others, which may well be kept in mind for the State maintaining such a policy. These commissions exist for the benefit, primarily, of the patrons of these companies; secondarily, of the companies themselves; and the imposition of this tax brings no appreciable or conscious burden upon those by whom it is paid.

Our public-service commissions have been created because of a conviction that they are necessary to prevent or check the abuses to which the patrons of the companies and perhaps the stockholders might otherwise be subjected. They are for the protection of a particular portion of the community which can easily afford to pay reasonable cost for that protec-

tion. The effect of such a policy upon unit costs is so minute as to be really imperceptible, while the total amount, if remitted to the companies, might easily be dissipated in other ways, with no appreciable benefit to those who use the companies' service. The cost of supervision of the gas companies in this State heretofore has been only about five one-hundredths of a cent per thousand feet sold.

#### RAILROADS.

Our railroad problems continue to be of the most engrossing and pressing importance. The loss to our investors resulting from a decade of lawlessness and mismanagement on the part of those who have, for their own ends, gained and kept control of the New York, New Haven & Hartford Railroad is nothing less than a public calamity. Subsequent messages will probably be required to direct the attention of the Legislature to some of the problems calling for legislative action.

One critical problem — the present condition of the Boston & Maine Railroad — calls for present discussion. Prior to the New Haven domination of the Boston & Maine it had had an unbroken record of good dividend payments for more than seventy years. It had weathered successfully the storms of nearly three-quarters of a century, — more than half the life of the nation and of the Commonwealth, in-

cluding the great Civil War, two foreign conflicts and many financial panics. Within ten years its capital stock has paid 7 per cent in dividends and sold above \$190 per share. A confiding public then regarded its securities as sound and as safe as a government bond. Within three years it could borrow money at 4 per cent. To-day it is paying no dividend, not even on its preferred stock. Its common stock now sells at about \$40. It cannot without difficulty borrow money on any terms. Its stockholders are threatened with the loss of their entire investment. Its service is crippled for lack of money and credit. It is unable to do its part in our port development, for which nine millions of public money has been provided.

We should never forget that the prosperity of Boston and of Massachusetts is vitally connected with the prosperity of the rest of New England, and particularly with northern New England. The Boston & Maine system is the artery of our whole northern New England country. If it is not prosperous, that section cannot be prosperous. If that section is not prosperous, Boston cannot prosper. The present condition of the Boston & Maine is a most serious menace to the industrial development of all northern New England. Massachusetts may confidently rely upon the co-operation and assistance of her sister States to the north in any wise and just plan of

reorganization and rehabilitation of this great property.

Why is this great railroad system now in this condition? Not from natural and inevitable causes. The communities served are populous, thrifty and industrious, well able and willing to pay rates fully adequate to provide an efficient and well-equipped transportation system, and to make a full and just return on all capital honestly and economically invested therein. Its decadence is not due to decreasing opportunities; its volume of business has increased.

Nor is there foundation for the somewhat common misapprehension that this company is suffering from governmental control, or from restrictions imposed by regulating commissions upon the assumedly wise plans of capitalistic managers. On the contrary, the Commonwealth has, broadly speaking, been but an assenting party to the financial and legislative plans devised by those who have erected and controlled this railroad system. So far as I am able to learn, practically every request ever made in behalf of the Boston & Maine for enabling legislation has been granted by the Legislature of this Commonwealth. Nor are the rates, passenger or freight, charged by this railroad system in any large part the result of laws enacted, either in this Commonwealth, in other States or by Congress.



With the exception of some rates of insignificant importance, the Boston & Maine Railroad system has both in structure and in management been unhampered by any governmental control. Investors in the Boston & Maine are to-day suffering not from adverse legislation nor from orders made by regulating commissions, but because in the past our compliant Legislatures and commissions gave too free a hand to those who have created and controlled this railroad system, — failing to require of them compliance with the salutary and sound principles upon which for decades our railroad law was grounded. The Boston & Maine of to-day is a product of private, not of public, judgment and control. There is no gainsaying the fact that the stockholders of the Boston & Maine Railroad system, now threatened with this serious loss, are themselves, at least in contemplation of law, responsible for the management which is the direct and chief cause of the loss.

*The Cause.* — This deplorable condition, menacing alike to investors and to the general public, is attributable to three main causes: —

*First.* — The system itself was built up in direct disregard of sound business principles; it is organically unsound. It is overweighted with fixed charges

for rentals of the leased lines, some of them much inferior in value and earning capacity to that of the lessee company. These leases create obligations, equivalent, for most practical and business purposes, to debenture bonds. This leasing by one company of more than twenty other companies has thrown a risk and burden upon the stockholders of the leasing company which was for years not realized.

The capitalization of the Boston & Maine system as a whole, at par values, is about \$191,000,000; but the par value of the stock of the leasing or guaranteeing company is less than \$43,000,000. Yet this leasing company guarantees dividends upon stock of subsidiary companies amounting to nearly \$61,000,000. One notable result from this unsound leasing system is that the securities of the leased and inferior properties have taken on an apparent and delusive value, utterly disproportionate to their real and intrinsic value, while the leasing company finds itself threatened with receivership proceedings which may result in wiping out the entire equity represented by the stock of the Boston & Maine Railroad, into which investors, largely Massachusetts citizens, have in good faith for the public service paid nearly \$50,000,000 in cash. A system in which the stockholders have an equity of but 20 per cent. is fatally defective; it cannot last; it makes the purchase of stock in the Boston & Maine

more of a speculation than an investment. The margin of safety is too small to stand the strain of adversity or of mismanagement. The proportion of fixed charges is absurdly high.

*Second.* — Organically unsound, the revenues of this railroad have also been improperly, if not fraudulently, diminished by certain wasting and parasitic contracts, notably those made with the American Express Company and the Pullman Company, obtained from the Boston & Maine management under circumstances which suggest at least a legal fraud. Thus revenues that ought to have been collected and applied to the maintenance and improvement of the railroad properties and to the payments of dividends to its stockholders have been diverted for the benefit of these controlling or partially controlling interests.

*Third.* — To make a bad situation still worse, within the past three years, since the New Haven has taken open control of the Boston & Maine, it has accumulated a floating debt of some \$27,000,000. This debt has mainly grown out of investments in the stocks of leased and affiliated companies, the purchase of which at the prices actually paid and with the financial resources that the managers of this road had at their command indicates recklessness and imprudence.

Nothing is clearer than that the present condition

of the Boston & Maine Railroad is found in the form of its financial structure and in the incompetence and unfaithfulness of its past management.

*The Remedy.* — The control of the Boston & Maine by the New Haven is held by the national administration to be obnoxious to the Sherman act, and the Federal Department of Justice intends through the courts to enforce the wholesome provisions of that law, unless the necessity of court proceedings is avoided by the speedy voluntary separation of the two systems. This complete and immediate divorce demanded by the national government is equally demanded by the sound public policy of this Commonwealth.

There is now a settled and definite consensus of opinion in favor of the immediate and complete separation — in fact and not merely in form — of these two railroad systems; and, contemporaneously, for a thorough reorganization of the Boston & Maine system, which shall be just alike to the ratepaying public and to the holders of the securities involved. The Boston & Maine will never adequately serve either its owners or its community until manned by officials at liberty, and bound by every business motive to make business affiliations where they can be made most to the advantage of that railroad system, and not to the advantage of some other

railroad system or of an express company or of any other partially controlling interest.

From this brief analysis it is manifest that the primary responsibility for both the legal and the financial rehabilitation of the Boston & Maine rests upon the federal government and upon the owners of the property. We have every assurance that the federal government will perform its duty, — and so perform it that there will be no immunity to wrongdoers.

But a duty no less important and pressing rests also upon the owners of the securities of the Boston & Maine Railroad system, particularly upon the owners of the stocks of the leased lines. This great railroad system cannot be reorganized and rehabilitated so as adequately to serve the community in which it lies and do justice to all of its owners without immediate, intelligent, public-spirited as well as self-interested action upon the part of *all* of its owners.

A radical and immediate reorganization of the whole system is absolutely essential. For, if through receivership proceedings the system is disintegrated, the owners of the stocks of the leased lines will almost inevitably suffer serious loss; they will find it difficult, perhaps impossible, to protect and secure even the real and intrinsic value of their properties. The

situation is very grave. It is a time when men cannot safely attempt to drive hard bargains or to stand too obstinately upon merely technical rights, or to adopt dilatory tactics. Both self-interest and public welfare call for co-operation and compromise; it is a time for construction. Both the holders of the stocks of the leased lines and the holders of the Boston & Maine stock must contribute to the solution of the problem; the necessary sacrifice must not *all* be made by the Boston & Maine stockholders. If we are not to have a great financial catastrophe in our New England railroads we must now — *immediately* — avert the danger by a reorganization which will re-establish the credit of the corporation, slough off the parasitic contracts which have been sapping the life-blood of the system, and provide hereafter for a management both faithful and competent.

Clearly at this time this railroad system is in no position to demand or to expect any substantial increase in rates, either passenger or freight. If the owners of the system show to the public a willingness and ability to reorganize in accordance with sound principles, to free their corporation from such unjust and unprofitable contracts as that of the American Express Company, and to eliminate from their management any incompetent and unfaithful directors and officials, then the public can be depended upon

to do its part in making any reasonable sacrifice necessary.

There is no spirit of confiscation in Massachusetts. The owners of the securities of public-utility corporations may rely on being permitted to draw a full and fair return upon all capital honestly and prudently invested in the public service. But so long as our public utilities are privately owned, that private ownership must assume and bear the responsibility of management and also pay the penalty for mismanagement. The Commonwealth may and does regulate, both for the benefit of the ratepayer and to some degree for the benefit of the investor; but regulation is not management, and the main responsibility for the soundness of the investment rests and must continue to rest upon the management chosen by the stockholders.

Such reorganization as will reduce the proportion of fixed charges and put the railroad into the control of a management competent and faithful to the interest of its own stockholders or to the public is a condition precedent to legislative help and to public favor of any sort.

I repeat and emphasize; both nation and State insist upon an immediate divorce of the Boston & Maine from the New Haven and a contemporaneous reorganization of the Boston & Maine; that a larger part of the responsibility for that reorganization

rests and must rest upon the owners of the stock of the leased lines; that if these owners should fail in the immediate, efficient performance of their duty, serious disaster to them and to the public at large is to be expected.

As the representative of the great public interest, I call upon all these owners to face *now* the real truth, to remember that they are, in a broad sense, trustees, not merely for themselves and for the stockholders, but for the whole Commonwealth.

While, as I have said, it is for the owners to devise a just and sound form of reorganization, it may be found expedient if not necessary to charter a new corporation in which the stock of the leased roads should be merged with those of the Boston & Maine, — the bonds of all the consolidating corporations being assumed by the new company, — so that the result shall be a railroad corporation organized substantially in accordance with the traditionally sound theories of Massachusetts railroad finance. The Commonwealth can and will aid in a wise plan of reorganization, with enabling legislation so framed as effectually to guard both our investors and our general public from a recurrence of the mismanagement and the evils of the past.

If those who ought to lead in the task of rehabilitating this railroad do not rise to their opportunity and duty the Commonwealth is not without recourse.



The great middle classes which have suffered such losses in their savings from the mismanagement of the public-service corporations by private interests, and have suffered such a loss in their earning power from the extortion of monopolies created by these same interests, are no longer blind to the pretensions of private ownership. They have seen so much vulgar graft where they once thought they saw only respectability; they have seen so much mediocrity and downright incompetence in places which pay princely salaries, that the glamor and pretence of it all is gone. The government has recently extended its functions to the express business through a parcels post, and it has been a tremendous success. It is just completing the most stupendous engineering task of the age at the Isthmus of Panama, with glory to the nation, while private enterprise in Massachusetts has just built a fifteen-mile railroad which may cost the Boston & Maine almost four times the average cost per mile of railroads in this Commonwealth.

If the Commonwealth is obliged to save a necessary public utility because those who are primarily interested will not save it, the Commonwealth will do so under circumstances most favorable to itself, and without sentimental compunction for those who would not help themselves.

*Let me repeat there must be no delay.* — Massachusetts cannot and will not see her industries crippled, her development checked, her investors

robbed by a continuance of such railroad mismanagement as has marked the past few years. If the parties in interest avail themselves at once of the opportunity of reorganization on just and fair terms, any enabling legislation reasonably desired I shall gladly recommend; but if they fail in the prompt and efficient performance of that duty, it will then be the plain duty of the Commonwealth to take drastic and effective action to protect itself, its industries, its savings institutions and its citizens from further loss due to incompetent or unfaithful railroad management.

#### WESTERN TROLLEYS.

Before the New York, New Haven & Hartford can acquire the right to purchase those street railways in the western part of the State mentioned in the so-called trolley merger act passed last year, it must satisfy the Public Service Commission that it is financially able to carry out the provisions of that act. If the Public Service Commission decides that the financial condition of the railroad will not warrant undertaking the cost of carrying out the provisions of the act, the right which is given to the railroad under the act is lost to it. Other action may then be considered to provide transportation facilities for the western towns.

I shall await the action of the Public Service Commission before making any recommendation in this matter.

## CONCLUSION.

A deep sense of public obligation leads me to urge the serious consideration and the enactment into law of the several measures herein recommended. I trust you will find these measures in line with the best thought of the country, — that thought which is devoting itself with increasing earnestness to the betterment of conditions in order that government by the people shall bear its full fruitage of benefits and thereby insure its perpetuity.

I am sure the people of the State generally, without regard to party or other division earnestly desire the passage of many of these measures, and they will not be content to wait for them indefinitely, and will determine the extent to which you fittingly represent their judgment by the enthusiasm and earnestness with which you seek to enact their views into law.

I omit some things to avoid the risk of recommending too much. Of those not mentioned your own diligence in the public service will supply knowledge, and I shall also from time to time, as occasion requires, submit further information and recommendations.

We meet to-day, conscious as never before in our lives, of the great opportunity for service to the people of our great Commonwealth; the solemn

words of the oath administered to you yesterday and to me a few minutes ago in your presence are still ringing in our ears. But we are not going to be judged by our promises nor by our good resolutions or even by our firm purpose to serve as best we can. At the end of our deliberations the people will judge us upon what we have accomplished; the verdict that awaits us will depend upon the courage, the wisdom and the fairness with which we act.

If the sacred traditions and glorious history of our Commonwealth, if this very building in which we are assembled with its record of accomplishment in behalf of the people, if the names of the great statesmen of Massachusetts which are inscribed on the walls of this room, do not serve daily and hourly to inspire you to greater effort in the service to which you have been called, then I appeal to you to go out and move among the people of the State, the rich and poor, the prosperous and the toiling millions, and observe how they love Massachusetts, to what unestimated degree they would sacrifice everything, even life itself, to preserve and perpetuate this their government, — observing and reading all this in the faces and hearts of our fellow citizens, I call upon you to make the legislation of 1914 memorable for the wise and efficient use of the authority confided to you by the people of Massa-

chusetts, that these liberty-loving and God-fearing people will be all the more anxious and willing to make whatever sacrifice time may demand because our efforts have made their government more precious than ever to them.

Let us begin and end our service with "malice towards none, with charity for all, with firmness in the right as God gives us to see the right."

ADDRESS  
OF  
HIS EXCELLENCY  
DAVID I. WALSH  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS,  
JANUARY 7, 1915.



BOSTON:  
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1915.



AUG 7 '39

## ADDRESS.

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*Gentlemen of the General Court.*

We meet this year under somewhat unusual conditions and are confronted by problems that call for our utmost diligence and most careful thought. A tremendous conflict is raging beyond and upon the seas, with consequences already seriously felt within our own borders and likely to be increasingly felt. Unemployment with its inevitable concomitants of suffering and crime has risen above the normal level; the confidence of investors in hitherto stable investments, rudely shaken many months ago, has not yet been restored; the purchasing power of many workers is seriously reduced; and we have furthermore in the near future to expect and provide for an unprecedented influx of immigrants from the devastated fields and ruined industries of the old world.

To avert an aggravated congestion of our cities, to utilize the newcomers and our own under-employed in developing our neglected natural resources and opening new avenues of employment, and to continue to improve the conditions of labor without



crippling the industries upon which remunerative employment must depend, — these are some of the special tasks which confront us, while as usual there are before us serious problems relating to the promotion of the public health, the extension of educational advantages, and the development of our commerce demanding our ceaseless study. The work that lies before us is arduous and exacting, but it offers to faithful and devoted effort great opportunities of service to the Commonwealth.

#### RELIEF FOR THE UNEMPLOYED.

First of all, I earnestly ask your immediate action to solve as far as a solution is within our power the pressing problem of the unemployed.

By a coincidence which seems to me clearly providential, the legislation of preceding years has made surprisingly simple and easy the task of supplying a very large measure of relief, and that not only without any ultimate burden upon the taxpayers, but with direct and indirect results of great financial, physical and moral advantage to the entire Commonwealth.

By chapter 759 of the Acts of 1913, amended by chapter 596 of the last session, a Board composed of the Boards of Health and Agriculture, acting jointly, has been given authority and a small appropriation to begin the task of reclaiming the large fresh-water

swamps and marshes in eastern Massachusetts, which, although in natural fertility and ease of cultivation they far surpass most of the land now under cultivation within the State, are now practically valueless, and cannot, from the nature of the engineering problems involved and the dispersion of ownership, be reclaimed by private enterprise. Surveys and studies of various tracts have been made, and all is now ready for immediate action. Much of these wet lands consists of open meadows, requiring for reclamation suitable machinery but a relatively small amount of unskilled hand labor. There are, however, great wooded swamps where the conditions are reversed; where a large amount of unskilled labor can be employed to advantage in the winter. If you at once — within a week if possible — pass an emergency appropriation of not less than \$50,000, thereby providing the Board with the means of taking over not less than a thousand acres of such land, establishing workmen's camps, cutting the wood and timber, and preparing it for market, and also authorize the employment, as an emergency measure, of laborers at a moderate monthly wage, with board and lodging, — giving preference, if you will, to men with dependent families, — several thousand men if need be can be given work for the next few months, with mutual advantage to themselves and the Commonwealth, preserving at the same time their self-

respect, avoiding the pauperizing tendencies of gratuitous relief, and lessening the strain upon the finances of our charitable organizations. If, furthermore, later in the session, you follow up this temporary action by sending to the people the homestead-taking amendment passed last year, and by making certain minor changes in the wet lands reclamation act and the rural credits act, which I intend to recommend at an early opportunity, I believe that a much-needed impulse will be given to the "forward to the land" movement, with ultimate benefits to our manufacturing population not easily overestimated.

#### STATE FINANCES.

This year again I urge you to exercise the utmost care, not only in authorizing appropriations for new and special undertakings, but also in making those appropriations required by existing legislation. While a not inconsiderable portion of our existing financial burden has been brought upon us by the desire of various localities, as expressed by their representatives, to secure local improvements at the expense of the Commonwealth, by far the major part of the enormous increase in the State tax and debt in the past ten years has been brought about by the needs of a rapidly growing industrial State and the rapid advance of humanitarianism in government. The people demand more of the govern-

ment than ever before. I would not for a moment advocate having Massachusetts take one backward step in the work of caring for her unfortunates, in aiding education, in the regulation of her public utilities, in guarding the savings of her people, in the protection of their health, in the upbuilding of our highway system and in the improvement of our harbors and waterways. The enlightened public opinion of to-day expects and demands this work of the government, but it also demands that its representatives in the government proceed with prudence and economy in providing and expending the money necessary for such work.

During the financial year just closed we expended for the protection of public health \$600,000, — for educational purposes, \$1,877,000; for the construction and maintenance of highways, \$2,300,000; for the care of the sick, the poor, the insane and the defective, \$5,635,000; and for the restraint of delinquents, \$2,314,000.

There may be some significance in the fact that for several years our charitable and correctional expenses have approximated the amount of the State tax, which at once brings up the question of the wisdom of intrusting the expenditure of this immense sum to unpaid commissions, — a policy that would never be tolerated by private enterprise. I submit for your careful consideration the advisa-

bility of a complete reorganization of the State Board of Charity along the lines of the new State Department of Health.

The estimated expenses, under existing laws, for the fiscal year ending Nov. 30, 1915, are \$19,469,095. The estimated revenue is \$9,289,000. The cash on hand Dec. 1, 1914, the beginning of the present fiscal year, was \$2,862,884. The warrants remaining unpaid at that time, added to the warrant for December expenses, and a balance of \$2,000,000 unexpended 1914 appropriations, which are available for 1915, reduce this amount to \$386,015. This leaves in sight to meet the expenses of the government for the current year \$9,675,015, which, subtracted from the estimated expenses, leaves a difference, unprovided for, which must be met by taxation of \$9,794,079. The balance unprovided for is over \$2,000,000 more than the figures of one year ago. The estimates from which it is derived cover only such appropriations as existing legislation requires. In determining the amount of the State tax there must be added to these all special appropriations of the present session. The amounts asked for this year by the various departments, boards, commissions and trustees for special purposes, such as new buildings and improvements, total \$2,629,893.

Although the General Court of 1914 authorized the borrowing by loans, to be met directly by the

State, of only \$1,595,000, the direct debt of the State increased almost \$4,000,000 during the year, due to the issuance of bonds authorized in former years. The net direct debt, indebtedness for which the whole State is directly liable, increased in the five years from Nov. 30, 1909, to Nov. 30, 1914, from \$18,980,755 to \$28,259,906, — an increase mainly due to such undertakings as the development of the Port of Boston, State highway construction, the extension of the State House, and the erection and equipment of armories. The interest charges alone upon the State debt now amount to \$1,664,303.58.

Misleading figures issued by the Federal government have created in the minds of the uninformed a wrongful impression of the financial condition of our Commonwealth. These figures have combined and confused the direct debt of the State with the contingent debt, for which latter the cities and towns in the metropolitan park, water and sewerage districts are responsible, and for which the State only lends its credit. This latter debt, the net contingent debt of the State, is \$56,441,695.98.

There is much to criticize in our methods of finance. The State has been meeting from the tax levy expenses that should be met by the issuance of bonds. Certainly there is no consistency in authorizing fifteen-year loans for the construction of highways while paying for institutional buildings

out of the taxes of the year in which they are authorized. Neither is such a policy consistent with that imposed by the Legislature upon cities and towns which allows twenty-year loans for the construction of and additions to school and other public buildings, and loans of only ten years' duration for original highway construction, and but five-year loans for macadamizing highways. In other words, the Legislature has prescribed one theory of financing for cities and towns, while following an entirely different one for the Commonwealth.

### *Budget System.*

I believe that the proper and only businesslike way of handling the State finances is by the so-called budget system. The estimates of the various commissions, boards and departments, both for regular expenses and for special purposes, should be submitted to the Governor as the responsible head of the administration, who, after investigation by the Commission on Economy and Efficiency, should transmit to the Legislature a definite, detailed budget showing precisely which items were approved and which were disallowed or reduced by the Governor. The budget system would not only locate responsibility but would add much to the economy and efficiency with which plans are made for future work.

Chapter 520 of the Acts of 1907 provides for the

submission of working plans, together with a reliable estimate of the cost, with recommendations for the construction of new buildings and for repairs exceeding \$2,000 in cost on existing structures. Last year \$32,000 was paid for plans of buildings which were disallowed by the Legislature. Included with legislation for the budget system should be a provision that no plans for such work should be contracted for unless the Governor had approved the recommendation.

#### TAXATION.

It is believed by thoughtful men that the great political controversies of the future in this country will be waged over questions of taxation.

As much injustice to the average citizen can be perpetrated through a bad system of taxation as through any other evil of government. This subject is now beginning to arrest the attention of our citizens, and last year some progress was made which must be considered notable in contrast with the inertia of former years. But what we did last year merely indicated that the subject was stirring in our minds. Much more remains to be accomplished before our plan of adjusting the public burdens will be fair to the taxpayer, and before we have brought our tax laws up to the standard of the more advanced States.



We still impose double taxation upon certain forms of "intangible" property, affording a plausible excuse for wholesale tax dodging, which the present plan of assessment has proved wholly inadequate to check. Trustees and scrupulous investors are still forced either to seek investments in other States, to limit their choice to a narrow range of tax-exempt securities, or to submit to exactions nearly doubled by the evasion of more fortunately situated taxpayers who escape the vigilance of local assessors. And the wilful omission of taxable property from assessment is still a common practice in many towns, condoned by public sentiment as a means of inviting or retaining wealthy men or large business investments.

As an illustration, extreme but by no means unparalleled, of the theoretical and practical defects of our present system as applied to borrowing corporations, I will cite a case on record in the Tax Commissioner's department. A certain mill in Lawrence made sworn return that its plant consisted of real estate and machinery worth in round numbers \$5,800,000, and that it had \$4,000,000 outstanding notes, representing in part the cost of the mill and equipment. These notes were taxable by law, though there is no reason to believe that a dollar of the tax was assessed or collected. If it had been paid, and the plant had also been assessed at its bare physical

value, taking no account of its extra worth as a going concern, the total assessment on the investment of \$5,800,000 would have been \$9,800,000, — a clear case of double taxation. The Lawrence assessors, however, valued the plant at \$1,800,000 only, — the shareholders' equity, — and the remaining \$4,000,000 of actual property went untaxed. Under a just system of taxation, such as has long been adopted in regard to mortgaged real estate, shareholders and note holders would have been regarded for purposes of taxation what they are in fact, — joint investors in property of the value of \$5,800,000, and the tax would have been collected in the city where it was needed and rightly belonged; and this, be it noted, without need of a constitutional amendment.

The extent to which the taxpayers of Lawrence would benefit in this particular instance by just legislation may be appreciated by comparing these figures: —

Tax actually paid by the corporation, . . . .	\$31,680 00
Tax payable if present law was enforced, . . . .	172,480 00
Tax payable if all the notes were registered, . . . .	43,680 00
Tax on true value of the whole investment, . . . .	102,080 00

Last year the Legislature provided for the exemption of certain securities from taxation upon proof to the Tax Commissioner that the property on which they are based is "already taxed." The

application of such a rule to the case just cited would have relieved the note holders of a large share of their just liability without providing for a just assessment of the physical property or doing justice to the taxpayers of Lawrence.

I therefore recommend: —

1. That this law of last year be so amended as to provide that the Tax Commissioner be supplied with proof that the tangible property has been adequately taxed as a prerequisite to registration.

2. That full returns of taxable property be made compulsory.

3. That with every deed conveying real estate there shall be filed under oath a statement of the true consideration for the conveyance.

4. That upon discovery of any property that has escaped taxation a tax shall be assessed upon it not only for the current year but for each of the five years preceding.

5. That the commissioner be given adequate power and facilities to revise and correct local assessments and to remove incompetent local assessors, and also —

- (a) To order revaluations in any city or town.

- (b) To cause the State department itself to make such a revaluation.

- (c) To value as a whole the property and franchises of widely extended businesses and industries,

such as railroad and telephone companies, and to assign to each city and town the proportion of the whole value to be taxed by such city or town, and the actual value at which it is to be assessed.

(d) To equalize local assessments of property for the purpose of establishing an equitable basis for assigning to each municipality its share of the direct State tax.

No more forcible argument can be advanced in favor of this last recommendation than a recital of the limitations upon the authority of the Tax Commissioner imposed by the present laws.

He may do no more than advise or request revaluations of property, however unequal may be the valuation standards adopted by local assessors; neither he nor any one else ever values the property of a railroad, telephone or telegraph company as a whole; in his establishment of the basis for State and county taxes his attempts at equalization are largely unsuccessful because he has only partial information and neither authority nor facilities for making the information complete; in the appointment of local assessors the State, perhaps the most vitally interested party, has no voice; and neither the State nor any other power (except the mayor in a few cities) can remove an inefficient or inattentive assessor.

I ask you to consider the absurdity of the method

now in vogue in this State of taxing a State-wide industry such as a telegraph company. Instead of a State official doing this as a whole, and certifying to each taxing district the value of that part of the company's property which is taxable therein, each board of assessors in theory cuts off the wires at the eastern town boundary and cuts them off again at the western town boundary, and then undertakes to value this severed portion of the whole. When such a procedure is imposed on more than 300 boards of assessors it needs no proof that inequality of assessment must result.

In view of all these defects I cannot emphasize too strongly the immediate necessity of giving to the Tax Commissioner not only general oversight but actual power over local assessors. This is not a violation of the principle of home rule, to which I am devoted. Under the law even private individuals are not allowed so to handle their own property as to injure others. Surely a town cannot be allowed to manage its own affairs in such a way as to injure the other cities and towns of the State and the general interests of the whole Commonwealth. Again, under present conditions the temptation is so overwhelming that local assessors are hardly to be blamed for attempting to keep persons of great wealth and industries of great size within their towns by showing them partiality in assessing their property for the

purpose of taxation. In many instances local public sentiment clearly, though mistakenly, indorses this practice. But it works great injustice to the rest of the State and to the general mass of taxpayers of moderate means, and it can only be rectified by giving to the State Tax Commissioner authority to inquire directly into the methods of making the local assessments, to correct them where they are wrong, and when necessary to remove an incompetent assessor.

#### COST OF THE PUBLIC SERVICE COMMISSION.

I must repeat, with added emphasis if possible, my last year's protest against the law which relieved the transportation and telephone and telegraph companies — already favored by the exemption of much of their physical property from local taxation — from defraying the cost of the Public Service Commission, thereby adding nearly \$200,000 annually to the State tax. As I pointed out last year, it matters absolutely nothing so far as the independence of the commission is concerned whether the Treasurer of the Commonwealth obtains the funds for its support from one source or another. The sole question is whether these companies, rather than other public service corporations, are entitled to this exemption from taxation at the expense of all the other taxpayers of the Commonwealth; and

this question I am sure should be answered in the negative. The saving to the taxpayers by a return to the time-honored plan would in only four years nearly suffice to meet the entire cost of enlarging the State house to accommodate all the departments. But if the new plan is right, we should at least be consistent enough to extend it to the corporations under the jurisdiction of the Gas and Electric Light Commission, which now pay the entire cost of their regulation.

#### TELEPHONE AND TELEGRAPH COMPANIES.

I again urge the transfer of the supervision and regulation of telephone and telegraph companies from the Public Service Commission to the Gas and Electric Light Commission. Both of these public utilities have to do with the use of electric lines, and therefore present many similar problems. In both cases the fundamental questions to be considered relate to the price and quality of service and to the capitalization, and there seems to be no good reason for their regulation by different boards, or for requiring the Public Service Commission to undertake this task in addition to the important and extensive transportation problems which already demand their undivided attention.

The relations of the companies engaged in the transmission of intelligence by means of telephone or telegraph lines within the Commonwealth to

the public and to each other particularly as to their issuance of securities, relations to the local authorities, and methods employed in the construction and maintenance of their lines, their rates and system of charging, as well as those features of management and corporate expenditure with which the public may properly be concerned, are of vital public interest.

The questions suggested involve such important principles of public policy, the activities of the companies so intimately concern the necessities and convenience of the entire Commonwealth, and they exercise for the most part so complete a monopoly of the service, that I urgently recommend that a thorough public inquiry be had as to telephone and telegraph rates and service in this Commonwealth. No such formal public governmental inquiry respecting these matters has ever been made in the several cities and towns of the State, except so far as may have been made under the direction of the Highway Commission in 1909-10, and that within the metropolitan district, upon which a portion of the charges fixed elsewhere appear to have been based. Whether or not the transfer of the power to regulate these companies is made according to my recommendation, this inquiry should be made by the commission having the power to regulate the companies, and the commission should be vested with authority and provided with funds to make the inquiry effective.



## RAILROADS.

The condition of the Boston & Maine Railroad is the gravest question in our ever-present transportation problem. That railroad system still remains in its unstable state, whereby the stockholders of the Boston & Maine Railroad have but a small equity in the whole Boston & Maine system. The fluctuations in railroad prosperity thus fall with crushing weight upon a very small portion, when, with a sound financial structure, the weight would be borne equally by the whole. About 80 per cent. of the Boston & Maine system is comprised of roads leased to the Boston & Maine Railroad upon terms out of proportion to its present financial condition. For several years past it has been paying dividends without earning them. During the year ending July 1, 1914, it paid no dividends and failed to earn the amount of its fixed charges, showing a deficit of \$2,044,742. It is obvious to any intelligent citizen that all of these losses cannot continue to fall upon the stockholders of the Boston & Maine Railroad without precipitating an undesirable disintegration of our distinctively New England transportation system. The disjoining of this railroad system would not only be harmful to the public interest of New England, but would be especially harmful to the component parts of the system itself. I know

it is claimed by some of those interested in subsidiary roads that the owners of these leased lines could take their property and successfully operate it separately. But it is not probable that this claim is either sound or ingenuous. Certainly such an attempt would be difficult if the public should decline to render any assistance to these now debilitated roads. And if by insisting upon their pound of flesh they ignore the public interest, refusing to participate in a reorganization of the railroad system in a spirit of compromise and concession, they cannot expect the assistance of the public either through increased rates, a loaning of public credit or otherwise.

In the inaugural address of last year I said: "It is a time when men cannot safely attempt to drive hard bargains or to stand too obstinately upon merely technical rights, or to adopt dilatory tactics. Both self-interest and the public welfare call for co-operation and compromise; it is a time for construction. Both the holders of the stocks of the leased lines and the holders of the Boston & Maine stock must contribute to the solution of the problem; the necessary sacrifice must not all be made by the Boston & Maine stockholders. If we are not to have a great financial catastrophe in our New England railroads we must now — immediately — avert the danger by a reorganization which will re-

establish the credit of the corporation, slough off the parasitic contracts which have been sapping the life-blood of the system, and provide hereafter for a management both faithful and competent.

"Clearly at this time this railroad system is in no position to demand or to expect any substantial increase in rates, either passenger or freight. If the owners of the system show to the public a willingness and ability to reorganize in accordance with sound principles, to free their corporation from such unjust and unprofitable contracts as that of the American Express Company, and to eliminate from their management any incompetent and unfaithful directors and officials, then the public can be depended upon to do its part in making any reasonable sacrifice necessary."

These words apply to the situation of the Boston & Maine Railroad system as strongly to-day as they did when uttered one year ago.

I have reason to believe that many of the parties directly interested in this situation realize their responsibility and are now working out a plan of reorganization which may put this railroad system upon firmer ground. The five trustees who now control the Boston & Maine may confidently be expected to meet the situation if they are properly supported by those most concerned in it. I conceive it to be the duty of the General Court this year to

help the Boston & Maine whenever and wherever the greater public interest will permit us so to do. It is peculiarly a New England institution, and the business morale and prestige of New England have been greatly harmed by its present condition. Its real interests are not different from the interests of the New England public, and recent railroad misfortunes are teaching investors that when those who manage their property propose to do anything harmful to the general public interests they are proposing something that is also harmful to the real interests of the railroad. It is to be hoped that the realization of this fact now forced upon railroad investors will tend to make the relation between the active railroad managers and the faithful public servants much easier. We all fervently hope that the five trustees who really represent the public will be able to work out the salvation of this railroad.

As the situation develops I shall make further recommendations to you in a special message.

#### ELECTION MATTERS.

##### *Constitutional Convention.*

A year's experience leaves me more firmly convinced than ever that Massachusetts ought to hold a constitutional convention, which she has not had for more than half a century. A large part of our

time, both in and out of the Legislature, is engrossed with discussion and agitation concerning great policies which will not down and will not be settled until the judgment of the electorate is obtained upon them.

While large and active elements of our community are year after year denied the right to submit the great policies to which they are zealously devoted to the decision of the people at large, agitation, suspicion, discontent and pessimism will continue to confuse our public counsels and to waste the time of public servants which should be given to the working out of the more detailed problems that the people would willingly leave in our hands after they have settled the organic policies of their government.

I suggest, as the questions most persistently pressing for constitutional authority, the following:—

1. The initiative, the referendum and the recall of elective officers.
2. Biennial elections.
3. The short ballot, with concentration of power and responsibility in the Governor.
4. The abolition of the Executive Council and enlarging the powers of the Lieutenant-Governor.
5. Woman suffrage.
6. Rights of cities and towns to deal in necessities of life in times of public distress.
7. Government by majority.

8. The right of the Governor to veto specific items in appropriation bills.

9. Homestead legislation, whereby the Commonwealth may help people of small means to acquire homes of their own.

10. Revision of the taxation system.

11. The making of workmen's compensation compulsory.

12. Enabling citizens in certain cases to cast their ballots without attending the polls in person.

13. Proportional representation.

14. Empowering the Legislature <sup>we</sup> to make regulations for the commission of officers of the militia.

Some of these questions agitated us during the entire session of last year, followed us into the recent political campaign, will pursue us during the present session, and will follow us again into the next campaign, never ceasing to obsess us until they are settled finally by the people. Again I earnestly urge upon you the necessity of calling a constitutional convention.

### *Biennial Elections.*

It is impossible for those who have not been in the public service to realize how much its efficiency is impaired by the necessity of making ready for and participating in the struggle of annual elections. The actual loss of time is great, but the unrest, distraction

and diversion of thought from the channels of public service cause a still greater loss in the value of the public servant. The executive officers scarcely become acquainted with their duties before they are obliged to enter upon an elaborate campaign to defend themselves against attack and oftentimes partisan abuse, and, perhaps, are turned out of office before they have had an opportunity to prove their capacity, or to put in operation the principles or reforms upon the advocacy of which they may have been elected.

I recognize the necessity of keeping the government close to the people and giving them an opportunity to pass judgment upon the acts of their servants as often as necessary, but if we had the initiative and referendum and the recall we should have the means of controlling the recalcitrant official or Legislature, and I believe it would then be of great advantage to the Commonwealth to have less frequent elections.

### *Woman Suffrage.*

It is a settled principle of the American democracy that when a large element of the community demands the submission to the people of a proposed law or change in their form of government they are entitled to the judgment of the whole electorate. This duty of enabling a popular judgment on such a question devolves upon the representatives of

the people, without regard to their own personal opinion concerning the merits of the question itself. This is a representative government, and representatives cannot substitute their judgment for the judgment of a majority of the people they represent.

Therefore, I recommend the submission to the people of the State of an amendment to the Constitution providing for woman suffrage.

*Initiative and Referendum.*

In any program of reform the most fundamental policy must always be that which seeks to give the people a greater control of their own government. When new conditions and a long train of abuses have made it difficult and often impossible for public opinion to control the government, or even clearly to make itself manifest, it is time for a change in some of our political processes which will make the political power absolutely amenable to the popular will.

The Republic of Switzerland, suffering under the same conditions which confront our American Commonwealths to-day, met them by a device which has become known the world over as the initiative and referendum. The adoption of this method of consulting the whole people on important public measures, when it is apparent that their representatives will not obey their will, has restored their govern-



ment to the Swiss people and transformed it from one of the most corrupt to the purest democracy in the world. Students of government of whatever nation or political tendency unite in conceding to the present Swiss Republic the palm for political purity and wisdom.

The Democratic party, the Progressive party and the progressive Republicans have advocated the initiative and referendum in Massachusetts for a number of years. It does not embody a new principle, but is merely a device for carrying into effect the old principle laid down by our forefathers in the Bill of Rights in the Constitution of this Commonwealth, which declares: "All power residing originally in the people, and being derived from them, the several magistrates and officers of government, vested with authority, whether legislative, executive, or judicial, are their substitutes and agents, and are at all times accountable to them." The Declaration of Rights further declares: "The people have a right . . . to give instructions to their representatives."

It is difficult now to deny that the initiative and referendum is desired by an overwhelming majority of the people of Massachusetts. Last year a most interesting experiment was made under the so-called public opinion bill. In five districts, whose representatives had voted against the constitutional amendment providing for the initiative and referen-

dum, there was submitted to the voters the question whether or not they desired the initiative and referendum. The voters replied in every district by an overwhelming majority in favor of the reform. The total vote for the initiative and referendum was almost three to one, 11,000 voting "yes" and only 4,000 voting "no," in the very districts represented by men who the same year had refused to vote for it. In the light of this evidence of the popular will, the very fact that there are in the Legislature so many who vote against the initiative and referendum is proof in itself of its necessity, for it is proof of an alleged representative government which will not represent the popular will.

I therefore earnestly recommend the passage this year of an amendment to the Constitution which will permit us to adopt the so-called initiative and referendum.

### *Election Law Reforms.*

Commendable progress was made last year in correcting the defects which long experience has disclosed in our election laws, notably in the abolition of party enrollment; the creation of an election court above the reach of local politics; the adoption of the English plan of unseating and disqualifying candidates when corrupt practices have been used in their behalf; and the prohibition of unduly large campaign contributions from individuals, whether

candidates or their supporters. But you will note that these reforms in no way lessen the demand for heavy campaign expenditures by parties and candidates, in itself a serious and growing evil, however legitimate the objects for which the expense is incurred; and that as yet no progress whatever has been made toward the ideal of providing that all legitimate election expenses should be borne by the public in whose interest they are really incurred; and that private expenditures should be strictly limited to the reasonable cost of enabling candidates to visit and address their constituencies. The additional provisions imperatively needed before another election are accordingly these:—

*First.*—Some form of penalizing the neglect to exercise the right and duty of suffrage. As you are well aware, a very considerable portion of campaign expenditure is required merely to arouse the interest of the electorate and “get out the vote.” Once at the polls the average disinterested citizen—and to this class the non-voters belong—may be relied upon to vote for the common good as he understands it; and now that the abolition of party enrollment has secured for him at the primary the same privacy as to his political preferences that the Australian ballot has long afforded at the election, legislation of this sort can no longer be regarded as an infringement upon personal rights.

There are several feasible methods by which we could compel the voters to exercise the vital civic duty of casting their ballots.

I do not urge any particular method, but I do urge that some method be devised which will remove from politics the corrupting necessity of raising large campaign funds for the purpose of getting out the vote.

*Second.* — An official campaign bulletin of information to the voters should be supplied by the State, containing not only arguments for and against measures submitted to the people, but also an impartial opportunity for statements regarding the qualifications of all candidates entitled to a place on the official ballot.

*Third.* — There should be an ample provision, at public expense, of meeting places for the discussion of political principles and issues.

*Fourth.* — Free conveyance to the polls should be supplied for cases of physical incapacity only. All private expenditures for the purpose should be brought under the penal provisions of the corrupt practices act.

### *Local Self-Government.*

I believe that as far as possible every local community should be left to govern itself. Local self-government can only be as good as the citizens make

it; but the remedy, when our municipalities are unfortunately suffering from poor administration, is not State control. Several years ago the city of Fall River without its consent had legislation forced upon it providing for State control of the granting of liquor licenses and the administration of its police. On three different occasions the voters of that city, by substantial majorities, asked that local control be restored.

I am not satisfied that the plan of placing both the liquor traffic and the local police under the same State board has proved in Fall River, or is likely in the future to prove, a panacea for all the political evils attendant upon the granting of liquor licenses and the regulation of the police department. I believe that the State must insist on local correction of municipal abuses, and should not assume purely municipal functions merely because of a belief that the people of a community have lost the capacity and desire for enlightened self-government.

The energies of the Governor should not be diverted from the consideration of important questions of policy affecting all the people and every community in the Commonwealth to the study of questions, sometimes petty and partisan, which attend the administration of commissions in dealing with local problems and local communities.

I therefore recommend that the power to grant and

regulate liquor licenses, and to control their police force, be restored to the people of Fall River.

On similar grounds, and in accordance with the suggestion of the Civil Service Commission, I recommend the taking away from that commission the power to approve or reject appointees of the mayor of the city of Boston.

#### AGRICULTURE.

The condition of the agricultural industry of Massachusetts is still on the whole extremely unsatisfactory. Notwithstanding a marked improvement in some special branches of fruit-raising and market gardening, mixed or general farming, so-called, is not on the whole profitable and there is a general feeling that a comfortable living cannot be made upon a New England farm without a large working capital. Our farmers as a class are disheartened and their children as they grow up still leave the farm at the first opportunity for more promising fields of industry.

Faithful and to some extent successful efforts have been made here and there to promote and encourage the industry. Such work as The Massachusetts State College at Amherst and the Hampden County Improvement League are doing is most interesting and praiseworthy. But the fact still remains that a large part of the food products

grown in Massachusetts goes to waste for want of a paying market, and it is also true that not an acre of land 15 miles away from a city market is producing one-half of what it might produce if a reasonable profit could be obtained in the disposal of its product. And yet, there are in Massachusetts 105 cities and towns of over 5,000 population which should afford an unrivalled market for every kind of farm and dairy produce. It is the government's business to find out the causes of this depressing condition. Is the trouble that we are expecting too much of our farmers who in order to succeed must not only be industrious and skilled in farming matters but expert salesmen as well? In other industries it is recognized that success in production and success in salesmanship require different kinds of ability which are not often combined in the same person.

*Better Distribution of Farm Products.* — The one great factor which has made farming unprofitable in Massachusetts, as well as in other parts of New England, is the expense of getting farm products into the cities at a reasonably low cost for transportation. In this respect I believe the transportation by trolley should be fostered and encouraged by public authority, to the end that the producing farmer, as well as the consuming laborer or mechanic who resides in the city, could obtain an advantage that cannot be had under present conditions.

With a network of trolley service connecting all our cities, I can see an immense advantage by creating simple and inexpensive receiving stations at points a few miles apart along these lines, where farmers might leave their farm products at stated intervals during the day to be shipped into a central station in the city, the latter station to be owned and controlled by private co-operative associations, as is now the case among the orange growers in California. With a zone system of receiving and distribution inaugurated throughout the Commonwealth, this method of transportation should be more economical than by steam railway, automobile or wagon. This should tend to make farms more valuable and farming more profitable, and encourage the development of agricultural pursuits in Massachusetts, which has for years been a rich market for the garden truck raised in the Southern and Western States, while its own farms have been lying idle and unproductive.

*Duty of Agricultural College Graduates.* — Another valuable advantage to our agriculture might be gained by obliging the graduates of the Agricultural College who have been given their education at the expense of the State to go back to the farms for at least a year after graduation as advisers or agents to extend among their neighbors the knowledge which they have acquired.

*The Cattle Quarantine.* — The recent epidemic of



contagious disease among our cattle has made necessary the adoption of stringent measures of quarantine. In justice to the farmer whose cattle have been condemned and slaughtered for the common protection a reasonable compensation should be made them for the losses which they have sustained. This is especially desirable because representations in writing have been made, and accepted in good faith by the cattle owners as an agreement upon the part of the Commonwealth, that this would be done.

*Reorganization of the Board.*

I recognize, as all familiar with the facts must do, the value and importance of the work accomplished by the State Board of Agriculture and the Massachusetts Agricultural College in recent years, especially in demonstrating the ability of our hills and valleys to produce, under intelligent cultivation, fruits and vegetables of a quality unsurpassed even by the States most favored in respect to climate and natural fertility; and also in supplying enterprising farmers and market gardeners with valuable guidance in the adoption of the methods and appliances best suited to their special needs. I still am of the opinion, however, that the present organization of the Board is unwieldy and out of date; that the plan is not well adapted to promote the best possible development of our neglected agri-

cultural resources for the benefit of consumer and producer alike.

I therefore recommend the reorganization of the Board on the model last year adopted for the Board of Health, concentrating executive functions in a responsible Commissioner of Agriculture adequately paid for his entire time, and assisted by an advisory council of moderate size compensated fairly but not extravagantly for the time actually given to the work of the department. All the present subsidiary boards, such as the Dairy Bureau, the Bureau of Animal Industry, the Forestry Commission, the State Forester and the Commission on Fisheries and Game, should be placed under the jurisdiction of the Commissioner of Agriculture, as analogous departments have been made responsible to the Health Commissioner.

### *Milk.*

Milk has long been recognized as our most perfect food. It is the mainstay of the baby, the invalid and the poor family. An arbitrary and unnecessary increase in its price or a deterioration in its quality is a public calamity. In recent years the public unrest at the constant advance in the price of milk has been very marked. Suspicion and discontent pervade the discussion of the milk question. While the price to the consumer is mounting higher and

higher year by year the number of cows in Massachusetts is steadily growing less. The farmers claim that the increase which the people are obliged to pay for their milk does not go to them, while the increase in the price of grain and farm wages has reduced the profits of milk production under ordinary conditions to the vanishing point. Upon the face of these facts there appears to be something strangely wrong. The milk situation is so important that we should know the truth about it as soon as possible. I therefore recommend that a commission of three competent citizens be appointed forthwith to inquire into all the facts pertaining to the situation, with power to summon witnesses and papers and to administer oaths, and report their findings to the Legislature, with such remedies as they deem feasible, not later than the 1st of next April, so that the present Legislature may act upon them.

*The Needs of the Western Counties.*

I commend to your careful study the report of the recess commission created to consider the needs of the western counties. I especially approve the advice of the commission as to the changes that should be made in the "small towns act;" the general placing of thoroughfares under the expert care of the Highway Commission; and the issue of \$2,000,000 in bonds to provide for the immediate completion of

the main arteries of travel in these counties, instead of continuing the piecemeal construction of unconnected portions, which, while the missing links are unimproved, give the farmers little if any better means than at present for transporting their produce to market. If you thus give the western counties an adequate system of first-class State highways, with the opportunity which would then be afforded for economical and rapid transportation by motor trucks, there seems good reason to believe that the hill towns would receive more benefit than from any extension of trolley lines that could be possible within a reasonable term of years; and it must be remembered that such lines would require an enormously larger initial investment, and a very much heavier annual charge for operation and maintenance, than the most complete and thoroughly constructed system of State highways would entail.

In any event, I must protest against obliging the Commonwealth to begin the experiment of public ownership of transportation facilities by building and operating lines which private capital will not undertake because of the certainty that they cannot pay. Let us begin with a paying proposition if we are to venture at all in this untried field.

## PRISON REFORM.

The first step that must be taken to secure any adequate reform of the long-standing and generally acknowledged defects in our prison system is unquestionably the placing of all the county penal institutions under the care of the State. The grouping of cities and towns in counties, with a quasi-federal government intermediate between the municipality and the State, is a superannuated product of the days of slow and costly communication, and at its best is now a needless and power-wasting cog-wheel in the governmental machine. It is at its worst in undertaking the restraint, reformation or punishment of offenders against the laws of the Commonwealth, not only or chiefly because of the waste and mismanagement which it frequently causes, but mainly because it stands immovably in the way of any comprehensive and adequate classification of prisoners, without which our jails, however intelligently and humanely managed, are quite certain to continue to corrupt and harden more first offenders than they reform.

Notwithstanding the gradual extension of State supervision and control of criminals during the last fifty years, it still remains true that nearly half the prison population is in the county jails, where no adequate classification is possible even if attempted.

It must be remembered that the graduates of such schools of crime do not as a rule confine their anti-social activities to the county limits, and that the most distant parts of the Commonwealth are therefore likely to feel the consequences if a single county is at fault, without either realizing the cause of their discomfort or possessing any efficient means of self-defence.

The remedy is so plain and so inexpensive — for there is every reason to believe that the resulting increase in the State tax would be more than offset by the decrease of county taxes — that it seems entirely feasible to enact the necessary legislation early enough in the session to allow a comprehensive plan of classification to be devised and put in operation during the present year.

Another obvious reform, often suggested and far too long delayed, is the sale of the Charlestown prison and the application of the proceeds to the establishment of a model State prison in some thinly settled region where prison labor could be utilized in reclamation work, agriculture and other ways more beneficial to the prisoners and profitable for the Commonwealth than any available in the present location. That both the State and the prisoners may reap the full advantage of such applications of their labor it is essential that diligence and efficiency should be recognized by a carefully guarded

provision for a small wage, to be applied in part to the support of dependent relatives, in part for temporary aid at discharge, and in small part to provide such minor prison comforts as may properly be allowed in reward of exemplary behavior.

*Reorganization of Prison Commission.*

The present organization of the Prison Commission is not sufficiently effective. An anomalous condition exists in that the chairman and only salaried member of the Board is practically but its executive agent. In all matters which are brought to the attention of the Prison Commission, each member has authority and responsibility equal to that of the chairman, but not the same familiarity with the work. The chairman of the Prison Commission is, in popular consideration, held responsible, while his recommendations are subject to revision and his action may be controlled or negatived by his colleagues. A decision from the Prison Commission can be obtained only by its being passed upon at one of its meetings. There should be executive authority in the office of this department at all times. Matters of general policy should be dealt with promptly, subject to a subsequent review if a supervisory board is necessary, but the members of the Board who are lacking in experience in actual prison work and administration should not be expected to inaugurate

measures of change in the interior working of institutions.

I therefore recommend a reorganization of the Prison Commission with a single commissioner having power to appoint two or more deputies. The present parole board of five members could well be reduced to three.

### *Indeterminate Sentences.*

I recommend further that imprisonment, except for treason and capital offences, be made indeterminate. The Prison Commissioner, and those under his authority in immediate contact with a prisoner, must surely be better provided with the means of deciding when he is fit for restoration to society than a judge who has observed him for a few days or hours in the court room under trial. Probation officers should be made responsible to a central authority.

### *Trial Justices.*

The office of trial justice should be abolished. The existence of the fee system among trial justices, their inability to place cases on file or probation or to use the suspended sentence, and their extremely limited criminal jurisdiction are all conclusive reasons why the office should no longer be retained.



## INTERSTATE INDUSTRIAL COMPETITION.

In recent years Massachusetts has been constantly raising the level of conditions under which our working people have been obliged to perform their labor. So far, despite the misgivings of many employers, the steady improvement in the condition of the working people, compelled by law, has not resulted in any serious loss of business to the Commonwealth. The resulting increased efficiency of the workers has offset the loss in the hours of their labor. But there must come a time when the cost of improved conditions of health and safety and short hours of labor will exceed the increased efficiency which is produced thereby. We have not yet reached that point, but we shall always be approaching it so long as we continue to improve the condition of labor in Massachusetts.

We do not wish to halt our splendid progress in this direction, which is tending to give us a better and healthier citizenship; but we must guard against the danger of raising our level so high that industry will flow off into other States where the standard of labor conditions is much lower. The way to avoid this danger is not by pausing in our legislation to improve the employees' condition, but by making strenuous efforts to induce the other States to raise their standard to the Massachusetts level.

We can arouse public opinion in those backward States whose low conditions of labor endanger the interests of the working people of more progressive Commonwealths. We can show the workers of these backward communities that they gain nothing by tolerating such conditions; that if a manufacturing establishment cannot come under proper conditions it ought not to come at all. By the combined effort and agitation of the more progressive States we can without doubt stir the pride and self-interest of those more backward, and by bettering their conditions make it possible to continue our own beneficent labor legislation.

If, however, it is true, as some contend, that the adoption of legislation by Massachusetts to lessen the hours of labor in order to prevent the debilitating effects of fatigue, to prevent accidents by strict insistence upon safety appliances and effective inspection, to prevent poverty, monotony and despair by workmen's compensation and mother's aid, and other advanced social and industrial legislation, — if it is true that all these attempts to ameliorate the condition of our Massachusetts working people may jeopardize their opportunities to work at all in this Commonwealth, by making the cost of doing business here so much higher than in other States where the government is not so careful of its citizens that our Massachusetts industries will be obliged

to leave us, we should all the more be impelled to strive with enlightened selfishness to obtain better conditions for the workingmen in other States, that the competition between industries in the different States may be upon more equal conditions. Thus we shall be at once protecting our own workingmen and aiding our fellow citizens in other States of the Union.

It may be that Congress has power, through its control of interstate commerce, to compel the manufacturers of the more backward States, whose products enter into interstate trade, to improve the conditions of their working people. I recommend that provision be made for an investigation with authority —

First, to find out the exact facts as to whether or not our industries are at a disadvantage because of our humanitarian laws.

Second, to inquire into the power of Congress in this regard, and if it is found to exist, to urge Congress to exercise that authority for the benefit of the people of all the States.

#### SAVINGS BANK LIFE INSURANCE.

The savings bank insurance law of 1907 has now passed the experimental stage in operation, and has amply demonstrated the wisdom of its enactment.

There are now more than 9,500 policies in force, representing more than \$3,600,000 of insurance.

The average yearly net cost of a monthly premium policy which has been in force in the Whitman Savings Bank since the inauguration of the system is 35 per cent less than similar insurance taken from a private company on the weekly premium plan. In other words, it has been made possible for a wage earner beginning at age twenty-one to purchase \$200 of insurance from our savings banks at an average net cost of 6 cents a week, whereas the same amount of insurance in the industrial companies would have cost  $9\frac{1}{2}$  cents net.

This is a matter of great and far-reaching significance to our wage-earning population, and I urge upon every employer of labor the importance of bringing to his employees a knowledge of the opportunities offered under this Massachusetts plan. Therefore, I recommend an increase in the amount of the appropriation for the savings bank insurance department in order that a thorough and systematic campaign of education may be entered upon, under the supervision of the trustees of the general insurance guaranty fund, to the end that the benefits of the system shall be extended to every man, woman and child in the Commonwealth.

Hundreds of thousands of our people do not know of the existence of this splendid institution. We ought to advertise its existence and its advantages, that none may be denied the privilege of enjoying

it through ignorance of its existence. A government does not do its full duty by merely enacting beneficial laws, it must see that the knowledge of these laws is brought home to its people.

I further recommend the enactment of legislation permitting each savings and insurance bank to issue policies of insurance in any amount up to but not exceeding \$1,000 on any one life.

#### BANKING REFORM.

With the rapid increase in the number of banking institutions chartered under our State laws there has grown up in the banking business a pernicious system by which officers and employees of banks derive a private profit from many transactions with their institutions. Indeed, there is reason to believe that many charters are sought with this end in view. Many cases have been called to my attention where officials of banks have collected bonuses from borrowers for making loans, and other cases where such officials have every appearance of being in collusion with money lenders who charge their customers as high as 5 per cent. a month. The Federal government has recognized the existence of this evil by providing a penalty for officers and employees of national banks engaging in such practices, and I urge upon you the enactment of similar legislation.

**METROPOLITAN PARK WORK FOR THE UNEMPLOYED.**

I have already referred to one method by which relief may properly be afforded to the unemployed. There are also certain metropolitan park projects upon which the stamp of approval has already been set by the Commonwealth. Work on them may be begun at once, with the certainty that it will be merely an anticipation of work which the Commonwealth expects to do at all events at a later date.

Upon one of these projects I can most confidently recommend immediate action, and the appropriation of the sum of \$100,000, to be used for beginning the construction of that portion of the Old Colony Parkway between Columbia Road and the Neponset River which will give the largest proportion of employment to laborers. The parkway will provide an approach to commercial and water-front lands now delayed in their development by lack of such approach, and will thereby bring an early financial return to the city of Boston, which bears so large a part of the metropolitan park expenditures. The work will be near, also, to the heart of the great city, where the problem of the unemployed is most serious.

## EDUCATION.

We have long been accustomed to point with pride to the educational institutions and advantages of our Commonwealth, and to the long list of citizens of other States and nations who are still attracted to Massachusetts as students by the fame of our universities and technical schools. It is rather startling, therefore, to be reminded, as we have been of late, that illiteracy is many times greater, and the diffusion of vocational training deplorably less, in Massachusetts than in the German Empire; and that many States have far outstripped us already in offering to the mass of their citizens, young and old, free opportunities to secure the kinds of training needed to develop their innate capacities for civic usefulness, and to increase their several chances of success in life. If we are to retain much longer the industrial supremacy upon which our welfare so largely depends, this lethargy must be shaken off without delay, and the best means must at once be employed to diffuse as widely as possible the educational facilities that are indispensable to the development of our neglected agricultural resources, the repopulation of our waste places, and the perpetuation of the inventive and mechanical genius which has so far enabled New England to hold her own in industrial competition

with sections whose natural resources are in many respects far superior to our own.

I bespeak, therefore, your most careful consideration of the plans for an extended system of free scholarships and university extension that will be laid before you; and, what seems to me still more important, I urge you to consider whether special provision for the systematic training of high school teachers for our smaller cities and towns should not be at once installed in our normal school system, which now presents the strange anomaly of carefully preparing experts in instruction and discipline for the primary and grammar grades, but leaving to chance the technical equipment of those charged with the more difficult and surely not less important task of secondary education. I ask you to inquire, also, whether our high school courses of study intended for pupils who are not preparing for college but for an earlier entrance into industrial vocations are as a rule wisely adapted to their special needs.

I want to see the Commonwealth of Massachusetts enjoy the reputation of being the first of all the States in the Union in providing the opportunity, and every possible means, for all our people to advance in social, industrial and educational improvement to the full extent that their ambition and willingness to apply their talents will permit.

Let us provide for the boys and girls of our rural



towns, and for those sent into the workshops and factories at an early age, educational correspondence courses. Think of what it would mean to thousands of wives and mothers and servant girls in this Commonwealth to be supplied by their government, free of cost, with complete courses in home economics. The university extension educational system should have well-organized departments of correspondence study, lecture study, debating and public discussion and general information and welfare. The correspondence work should not be merely of university grade; men and boys who have no more than a common school education should be provided with the information and means to rise to higher positions in the shops in which they are employed as mechanics. And these courses should be of such wide range that the office boy as well as the bank official would have free instruction.

The State of Wisconsin, which has outstripped all the rest in the popularizing of educational opportunities, is now able to boast that every one of her citizens, in the most retired hamlets as well as in the centers of population and wealth, can obtain free training of the highest order in all useful branches, general and vocational alike, to the full limit of his time, ambition and capacity. Massachusetts, also, liberal to the verge of extravagance in meeting the educational needs of the fortunate minority whose

parents are in easy circumstances, owes no less to every child of the tenements, the factory and the farm, and to every adult whose early environment has been adverse, or who by economic conditions has been obliged to give to manual labor the years of childhood which should have been sacred to mental and physical preparation for civic usefulness and vocational success. A boy or girl ought not, merely because he is poor and obliged to go to work early in life, to be compelled to pay correspondence schools for getting the education necessary to fit him for a more profitable vocation. The State should give, through its own correspondence schools, free lecture courses, departmental demonstration work, and other methods of university extension, all that private schools now supply to those able to pay for special instruction.

I urge that Wisconsin's admirable system of university extension be copied, or improved upon if possible, in every detail; and that a special State department be at once established, with adequate powers and facilities and a liberal financial provision, for this necessary work.

Shortly I hope to be able to submit a detailed plan for your consideration.

## LEGISLATIVE REFERENCE AND DRAFTING BUREAU.

No one who has not seen a really extensive and up-to-date legislative reference bureau at work can fully appreciate how much it means to those who have the responsibility of making the laws. Legislation is not an exact science. A new law at best is always an experiment. The wisest and most experienced statesman can never tell exactly how a new law will work unless he has the experience of similar laws in other communities to guide him, and knows all the conditions which affected the legislative experiment elsewhere.

An efficient legislative reference bureau, which would put in the hands of our lawmakers at any moment all the obtainable information concerning any governmental fact, condition or event anywhere in the known world, would give inestimable aid to the wisdom of our councils; and, while helping us to avoid useless experiments, would yet enable us to keep up with the rapid progress of the great States in the west and with the advanced countries of Europe, where they have been overcoming their old-world handicaps, catching up with and passing us in many public activities for the benefit of the people's social condition.

In the supply of useful information to the Legislature the employees of the State Library have done

the best they could with their appropriations and their opportunities. But I recommend that this work be organized upon a much more efficient and enlarged basis, including a provision for expert assistance in the drafting of bills.

Under our present system we are electing men to the Legislature who know little about the business of legislation, and we place in their hands no tools or machinery to aid them rightly to represent their constituents. Every other occupation and profession in life is provided with the material, equipment or library necessary to furnish proper assistance or information. The legislator without a legislative reference library is as helpless as a lawyer without a law library.

If a statute is built on any other system than that of careful study, and a review of what has been done in other countries and States relating to the problems with which the statute deals, we must expect haphazard laws.

The farmer, the wage earner and the merchant come to the Legislature with ideas of usefulness to their constituents, and they should not be left unaided in expressing those ideas in the form of legislative bills. We should put into their hands some machinery for drafting those ideas into shape.

A drafting department in connection with the legislative reference library would be of immeasurable

usefulness to our State government in dealing with present-day questions. Of course no system can succeed unless the legislative drafting is done by experts, selected without political or any other consideration except ability. An intelligent and able legislative drafting department ought to prevent statutes being drawn in a vague or doubtful manner; it should end forever the drawing of statutes carelessly or ignorantly.

To repeat, the two specific measures by which legislation can be greatly improved are —

1. The establishment of a legislative reference library, with a competent library force to furnish to the legislators all kinds of information relating to proposed measures.

2. The establishment of a drafting bureau, which may be called upon by members or committees of the Legislature to put in correct form measures that are desired, so that they may be drawn with reference to previous legislation and existing decisions of the courts.

#### CONCLUSION.

Senators and Representatives: I am aware that I have now pressed upon your attention a large number of matters of importance; but I beg you to notice that few if any of them can be considered partisan in character, but are such as have to do

impartially with the interests of the entire Commonwealth.

These recommendations will meet with opposition — some of it honest, some partisan and some selfish. If direct opposition to their enactment proves unavailing, their opponents will certainly resort to the familiar tactics of obstruction and delay. You will be urged to be cautious and conservative, and to be satisfied with a few steps in advance this year — although the business of the Commonwealth, like every other business, requires that every known defect should be remedied at the earliest possible moment and that the machinery of government should at all times be kept up to the highest known standard of efficiency. You will be exhorted to be strong and courageous and to refuse to be stampeded by passing gusts of public sentiment, when your real opportunity is to prove, not by words only but by your votes, your independence of the selfish influences which in many former years have been able to prevent or postpone legislation the shaping of which they were unable to control.

And, all other obstructive expedients failing, you will be hounded by a pretended popular demand for shorter legislative sessions, though what is really demanded by the public is only that you should waste no time and permit none to be wasted, either

in the committee rooms or in trivial or excessive debate.

You will have the difficult task of giving a fair proportion of your time and attention to the representatives of great business interests who come to you as is their right to ask legislation favorable to the investments which they represent or to oppose action which they deem unfavorable, and of giving a fair hearing also to individual citizens who come without any motive of private interest to urge measures well considered or otherwise which they deem to be for the common good.

In conclusion, I urge you not to forget the general welfare of the people of our State, — those millions who never appear before a legislative committee, not because they are without interest or unconcerned about public questions, but because they are busily engrossed in the struggle for a livelihood.

Let us not forget that they have temporarily delegated the business of their government to you and to me, and that they expect us to be on guard to protect their rights and to be concerned first to last about all those matters which will promote their happiness and prosperity.

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ADDRESS  
OF  
HIS EXCELLENCY  
SAMUEL W. M<sup>C</sup>CALL  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS,  
JANUARY 6, 1916.



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AUG 7 '39

## ADDRESS.

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*Gentlemen of the General Court.*

As a result of the vote of the people we have been made fellow laborers in the service of the Commonwealth, and long-established custom makes it my first official duty to speak to you upon those public questions which I think should especially engage our attention. I shall from time to time hereafter supplement what I say to-day as occasion may seem to require.

No constitutional convention has been held in Massachusetts since 1853. It is doubtful if another period of history of equal length can be found more characterized by social and industrial change than the sixty-two years which have elapsed since that time. After so long and so restless an interval, during which nothing but piecemeal revision has been considered, in the first instance by the Legislatures, I believe the time has come when our constitutional system should receive that connected and careful revision which it can best receive from a convention chosen for the purpose. Believing that the time has come for holding a convention, I recommend the



submission of the question to the people, and the passage of all appropriate legislation necessary to that end and to carry out their will if they shall decide that a convention shall be held. I recommend that you follow closely the precedents connected with the convention of 1853. That convention contained in its membership some of the greatest lawyers, publicists and statesmen our country has ever produced. The methods of constitutional amendment were precisely the same at that time as they are now. That such a notable array of men should take part in a constitutional convention forms a weighty precedent for the legality of such a proceeding to-day. It tends strongly to refute the contention that because the people added a method of making amendments through preliminary action by the Legislature they thereby deprived themselves of the right, twice before exercised, as constituent members of the State, to consider the revision of the Constitution through a convention if they should decide to do so. In order that the convention may be composed of men best fitted for the work I recommend that its members be chosen without party designation, and that a liberal number of members be selected by the State at large, and others be selected at large by political divisions of the State, such as congressional or senatorial districts, and in addition that there should be one member from

each representative district. This would give the people a wide latitude of choice and secure them the opportunity to select men especially qualified for the work who might otherwise be practically debarred by mere local conditions. I believe that with the wealth and variety of talent at her command the Commonwealth can summon into her service to-day as notable an assembly as served her in 1853.

The party of which a majority of us are members declared in its last platform in favor of amendments for biennial elections, an executive budget and the so-called short ballot. In addition to these proposed amendments others of an important character have been put forward and have the support of very many voters.

There has not been, so far as I know, any important demand in recent years for amending the Bill of Rights and the Articles relating to the Judiciary. For this reason there seems to be no necessity for submitting those parts of the Constitution, and I therefore recommend that the Bill of Rights and the Judiciary be withheld from submission if such a course may legally be taken. But if there can be no partial submission of the Articles to a convention then I would recommend that the entire Constitution be submitted without reservation.

The method of amendment commonly employed has been through the action of the Legislature, followed by a popular vote, and it was designed to be a conservative process. If a constitutional change should be approved by a majority of the Senate and by two-thirds of the House of Representatives in two successive Legislatures, and then adopted at an election, an effective barrier would be raised against changes in our organic law as a result of temporary popular opinion. Very often, however, members of the Legislature have treated the proceeding as purely political, and have been willing to vote for amendments, not because they believed they should be adopted but in order that the people might be permitted to pass upon them. Such an attitude would result in depriving the proceeding of the judgment of the members of the Legislature upon the wisdom of a proposed change. Amendment through the instrumentality of a constitutional convention is essentially conservative. The Legislature would first pass a law submitting to a popular vote the question whether a convention should be held. After the people had voted in favor of a convention they would elect delegates who would assemble and consider the changes which in their judgment should be made. Those changes would again be submitted to the people and not become effective until ratified by them. There

would thus be four steps in the process: action by the Legislature, the vote of the people, action by the convention, and finally, again a vote of the people. Such a deliberate procedure would be likely to enact into our organic law only such changes as would embody the settled opinion of the time.

The cost of government in the Commonwealth has been increasing far out of proportion to its increase in population or in wealth. Public expense has been mounting with such frightful rapidity as to constitute a menace to our prosperity and to threaten to impose such burdens upon our industries as will make it difficult for them to maintain themselves in competition with their rivals in other States who are more lightly taxed. This increased expense is reflected not merely in increased taxes but in increases in the public debt. In 1900 Governor Crane dealt with the subject, and declared that Massachusetts had "reached a limit of indebtedness beyond which she should not go. It is time to call a halt." This warning seems to have had some effect, but only for a brief time. In 1900 the net direct debt of the State was \$16,704,000; the State tax was \$1,500,000, and the total State expenditures, \$7,176,000. By 1910 the State tax had increased to \$5,500,000 and the total expenditures to \$13,521,000. Striking as these increases were they are outstripped by the sensational flight

of the last five years. In 1915 the State tax equalled \$9,750,000, a gain of almost 600 per cent. from the time when Governor Crane took office, and the total expenses \$19,954,474, or nearly three times as great as they were in 1900. In the five years following 1910 there was an increase in population of less than 10 per cent., of assessed values of 22 per cent., but an increase in the expenses of the State of forty-eight per cent., and in the direct debt of 50 per cent. The increase of expense during this five-year period almost equals the total expense of the State in 1900, and the direct debt is nearly twice what it was at that time. If the time had come in 1900 for calling a halt, surely a halt should be called to-day. To continue in the direction in which we have been moving with such speed will be gravely to threaten the whole future of the Commonwealth.

In my opinion an unnecessary amount of expenditure is required in the mere work of administration. Our machinery of government is too complicated and expensive of operation. Very much should be saved by providing simpler mechanisms, and we should even then doubtless be sufficiently governed and probably better governed. We have a hydra-headed system of administration with a minimum of central responsibility. We have more than one hundred different commissions and depart-

ments of administration, and the management of the business of the Commonwealth is diffused and exercised through a multitude of little executives. The result is seen in a lessening of efficiency, in an increase of expense and in a kind of government which cannot be called popular. The people do not elect the members of the commissions. Each year at the election the contest centers upon the choice for Governor, and the only vote which the people of the whole State give directly upon the general administration of their affairs is the vote they cast for Governor. But some of the commissions have a greater administrative force than the central Executive himself, and he stands in the shadow of a multitude of administrative agencies created by statute. No private business could be conducted successfully with such a lack of central control. The striking feature of business to-day is seen in concentration, and in doing away, so far as possible, with separate mechanisms and organizations, with their lack of efficiency and their multiplication of expense. A great man of affairs recently expressed the opinion that if private business were conducted upon the system prevailing in our public affairs it could not stand competition with other concerns carried on according to modern methods, but would speedily become bankrupt.

The first characteristic of a political organism is

toward growth. It strives to augment its own power and to take unto itself the paraphernalia and trappings by which power is exercised. A law is enacted which its authors deem important, and they think to magnify its importance by the establishment of a special commission to carry it into effect. The commission may at first have only a single member, who will enter upon his duties in the most primitive fashion, but estimates for increases soon appear in what is called our budget, and it flows out into an imposing little government, with expensive quarters, private secretaries, inspectors, stenographers and telephones, and in order to justify its existence the private citizen who is taxed to help pay for the expense is sometimes harried and subjected to unjust prosecution. Work is often duplicated. There is no twilight zone between commissions, but all doubtful areas are illuminated by the joint work and the multiplied expense of the boards which come in contact with each other.

I have no doubt that the far greater number of the members of our commissions are excellent men. The objection exists against the system rather than against those who have become associated with it. I believe that the number of commissions should be greatly reduced. I am aware that reduction is no easy task. Men in the public service are apt patriotically to think that their service is necessary to

the State, and it is human nature for them to oppose the discontinuance of their positions. But no one of us here to-day is worthy to be in the service of the people if he is willing to permit a useless expenditure of money, taken from them by taxation, in order to support any man in an unnecessary office, and I confidently rely upon your patriotism to consider only the good of the Commonwealth, and not to be diverted from the performance of your public duty by any personal considerations.

No good reason is apparent for having so many different commissions on registration, with their separate organizations. They should be consolidated into one.

The Commission on Harbors and Lands had rendered excellent service during many years. It had an engineering department of great efficiency, and maps and charts and precise information upon all the harbors of the State. It had expended large sums upon our different harbors, and had built the Commonwealth Pier at less than the expense allowed by law. In 1911 there was a law passed taking our greatest harbor from the jurisdiction of this commission and creating a new board for its development. As a result the Commonwealth entered upon the expensive work of educating a new board. Charts and maps were duplicated and copied at great expense. A separate engineering



corps and other departments of administration had to be developed and sustained, and a great and unnecessary expense was put upon the treasury. I intend not the slightest reflection upon the personnel of the membership of the commission, but very much public money, possibly millions of dollars, could have been saved if the Commission on Harbors and Lands had been permitted to retain its jurisdiction over Boston Harbor. If all the harbors of the country, great and small, can be wisely kept under the jurisdiction of a single department at Washington, it would be strange indeed if a board could not be secured able to exercise jurisdiction over the comparatively few harbors in Massachusetts. If there is such virtue in division why not have a separate commission for the harbor at New Bedford and another for that at Fall River? The creation of the special commission for Boston Harbor was against the modern trend in public and private business. I believe it will be in the interest of the comprehensive development of the port of Boston, and in the interest of efficiency, good administration and economy, to restore the jurisdiction of all the harbors of the Commonwealth to a single board.

Our Railroad Commission was composed of three men who were paid moderate salaries. On the whole, it had been composed of excellent men and

it enjoyed a high reputation throughout the country. This commission was reorganized in 1913 and its jurisdiction conferred upon a new board, composed of five members, with salaries which in the aggregate were nearly three times that of the Railroad Commission. The increase in jurisdiction in no way justified the magnificent scale of expense of the new order. If nothing has been gained at all commensurate with this great increase in expense why then should the increase be permitted to continue? I recommend that you carefully investigate this subject and make such reduction as the public interest demands.

Two years ago a board of five members had charge of our institutions for the insane. The members of this board received no salaries. They were public-spirited citizens willing patriotically to render an important service to the Commonwealth. This board was abolished and in its place a commission of three members with good salaries was created. Upon information which I have received I base the conclusion that notwithstanding the increase in expense the change has worked badly. I recommend that you investigate conditions, and, if my opinion shall be found to be correct, that in the interest of economy and efficient administration an organization similar to that which was displaced be re-established.

The Labor Bureau at Washington has increased

so that it has acquired a cabinet rank. The same thing in effect has been witnessed in Great Britain. There would seem to be no good reason why with the narrower range of jurisdiction of a State the subject should be distributed among at least three commissions. I suggest that you consider whether the Boards upon Labor and Industry, Minimum Wage and Industrial Accidents should not be consolidated into one, and whether the grouping together of these jurisdictions under one strong Board would not result in the saving of expense and in the more comprehensive and just treatment of the interests involved.

I recommend that a committee be selected from your membership especially fitted to deal with the subject of commissions, and that it enter upon an immediate investigation of the jurisdiction and work of the separate commissions, to the end that there may be such a reorganization that the jurisdiction over particular subjects shall not be subdivided, but that each general subject shall be dealt with by a single commission. I believe that a reorganization of the commissions may be accomplished which will greatly reduce their number, and in the end increase efficiency of administration and save much public money.

There is one commission to which, on account of its record, special reference should be made. The

Commissioner on Weights and Measures, Mr. Thure Hanson, was appointed in July, 1913. At that time the income of the department under him was \$377.50 and the expense of administration was \$20,000. The reports of the last fiscal year show that the income of this department had increased to \$20,025, or more than fiftyfold, and also that cities and towns as a result had received a large income which they had not received before. The expenses of administration had not increased at all. So signal an instance as this should be held up as an object lesson to the other boards and commissions.

The Commonwealth must not abandon its great constructive works. It must continue its policy of building and maintaining good roads. It must continue also the development of its harbors, although it may hope to accomplish as good results without such an enormous expenditure as has recently been made. Its public institutions must be made to do the beneficent work for which they were designed; and it must not lag in the work of education. The chief hope of lessening expenditure lies in reducing the cost of administration, and if we shall deal resolutely with that subject I believe we may very materially lessen expense.

The civil service law of Massachusetts was enacted more than thirty years ago. It was the best of the

civil service laws at that time in the country. Massachusetts was one of the three pioneers in civil service legislation. But she has been content to remain almost stationary while great advances have been made in other States. In some of them the merit system has been extended to many positions to which it does not apply in Massachusetts, and the subject of the efficiency of the public service has been put in charge of the Civil Service Commission. I believe our civil service law should at once be put abreast of the best standards of the time.

It is an anomaly that the classified service, which has been made to include offices in municipalities and in the State, should not also cover similar offices in the counties. The function of the Civil Service Commission has been almost wholly the ascertainment of the fitness of candidates for admission to the public service. One objection that has often been urged against the system is that after an appointment had been made the security of the tenure did not incite to energetic performance of the work, and public employees, although paid larger salaries, did less work than similar employees in private business. In different parts of the country efficiency functions have been conferred upon Civil Service Commissions and they have been given power to scrutinize the work done by the employees to see that their efficiency was main-

tained. The city of Chicago and the county in which it is situated have extended this function to their Civil Service Commissions with the result that some \$4,000,000 a year have been saved and better work has been done than ever before. The State of Wisconsin has put the employees of the Legislature as well as the executive employees within the classified service, with the result that the cost of the civil service of the Legislature in Wisconsin is much less than in the other States. In view of the successful experience of other portions of the Union I recommend that the merit system be extended, so that the greater number, and, if possible all, of the following places may be put within the classified service by the Civil Service Commission, with the approval of the Governor and Council, namely: appointive employees in the county service, appointive heads of departments of the Commonwealth and of the cities, employees of the Legislature and of the Treasurer and Receiver-General, and all other employees to which for similar reasons the same principle should apply. I also recommend that the function of the Civil Service Commission be extended so that it shall scrutinize the efficiency of employees after entrance into the service, to the end that the idle and incapable may be removed, the tone of the service raised, salary and work

standardized, and so that also effect may be given to just complaints of any citizen as to the misconduct or inefficiency of public employees. Some of the Civil Service Commissions in other States, with large powers, have graded candidates according to their education, training, achievement, character and personality, with the aid of specialists, and by these methods have been able to select experts of high technical knowledge and executive ability. The commission having such peculiar relations to the civil service of the Commonwealth should not be an academic commission, with functions that were merely literary, but it should be a thoroughly practical and vital organization. In order effectively to carry out the suggestions I have here offered I recommend that the Commission on Economy and Efficiency of the Commonwealth be consolidated with the Civil Service Commission, and that the consolidated commission exercise the powers which have been conferred upon both boards in addition to those which I have just recommended should be granted.

The revenues of the Commonwealth are equal to about half of its expenditure. The remaining half is secured by a direct tax levied upon the cities and towns. It would be better ideally for the Commonwealth to meet its own expenditure out of its own revenue. But it does many things which under

our system would naturally fall upon the cities and towns, so that the tax levy upon them does not amount to a mere tribute. I shall at the present time make no recommendations for securing new revenues for the State, but in this connection there is a subject to which it is necessary that we should immediately direct our attention.

At the last election the people ratified the taxation amendment to the Constitution so that it is now possible to levy a tax upon the income of intangible property in lieu of a tax upon its capital value. The great bulk of our revenue has been raised by a tax upon the capital values of real and personal property at a uniform rate. Real property has been compelled to bear the brunt because it is visible and cannot be moved from town to town and from State to State. From its nature it cannot escape the tax gatherer's eye. Our chief difficulty has been seen in the taxation of intangible property. Very often the local authorities have employed heroic measures and with almost uniform results. The common rate of taxation upon the property value of securities of the first class would ordinarily take from 30 to 50 per cent. of the income. Before paying so large a proportion of income in taxes the owner of such securities has generally availed himself of his right to change his residence to municipalities or to States where the rates of taxation were lower.



The result is that we have had much unequal and very unfair taxation, and the municipalities standing most in need of the tax upon intangible property have lost very greatly in their effort to secure it. The amendment to which I have referred contemplated an income tax in lieu of the valuation tax. I recommend that you impose a tax upon the income of intangibles which shall be uniform throughout the Commonwealth, and at a rate which shall produce somewhat more than is now derived from the tax upon the capital value, so that the burden upon real property shall not be increased. A law establishing such a tax should make compulsory a return of incomes somewhat similar to that enforced by the Federal government. It can obviously be administered much better by the State than by the local authorities. Important things to be secured by such a law are, first, a rate designed to produce adequate revenue; second provision for its enforcement, which while not being unduly inquisitorial shall be sufficient to secure honest returns; and third, the just distribution of the proceeds of the tax. The Commonwealth should of course be fully reimbursed for the expense of collection and the other expenses connected with the administration of the law.

Taxation upon incomes will be parallel to a tax recently adopted by the Federal government, and

this suggests some consideration of the proper bounds ordinarily to be observed between State and national taxation. Under the revenue system which has usually been followed at Washington, excepting in times during or just following war, revenues have been raised by duties upon imports, upon which the national government has a monopoly of taxation, and which are prohibited by the Constitution as a source of revenue to the States; and the income from this source has been supplemented by taxes upon articles of voluntary consumption. These articles are sometimes called luxuries, but they are luxuries which we should ordinarily be better off to leave alone. We have the option of consulting our own advantage and not using them, or of using them and thus electing to pay the tax. The policy recently entered upon at Washington is a departure from the policy generally followed in the past. It throws away revenue at the customs houses and makes good the deficiency by a direct tax upon property, and thus encroaches upon the sources of revenue heretofore usually reserved to the States. Taxes at the customs houses need not be wholly or even in part what are called protective. England, which has what is called the free-trade system, raises great sums of money at her customs houses upon articles which are not produced in kind in important quantities within her own borders.

The national income tax in effect falls upon real and personal property which it is necessary that the States themselves should tax. The national government also imposes a tax upon transfers of real estate, which are a direct tax upon real property in the States, much of which is already overburdened. In addition to those and to other direct taxes it is now proposed to put a direct tax upon automobiles and upon gasolene. Gasolene is a necessary source of power, not only in our cities and upon our highways, but upon our farms. It would economically be no more vicious to tax coal or wood. Automobiles are numerous in those communities which have made heroic sacrifices to obtain good roads. They are in turn destructive of roads and entail a high expense in their maintenance and repair. The work of building and maintaining roads, so important to the country, has been done by the States and the subordinate governments. What justice is there, therefore, in the national government levying a tax which will fall with especial weight upon the States which are vigorously carrying on the great governmental work of building good roads? Our present State tax upon automobiles is not sufficient to pay for the special damage inflicted by them upon our roads, and if there is room for an increased tax upon them that tax should go to the local governments, which must provide the money to repair the

damage they inflict. Furthermore, the tax upon automobiles has a sectional application, and just as the income tax is one from which a section of the Union is almost wholly exempt, so the automobile tax will rest very lightly upon the same group of States. The original Constitution gives the national government the power to apportion direct taxes upon the States in proportion to their population, and if further direct taxes are necessary, as they surely are not, it might be well to invoke that ancient power in order that all the States might be permitted patriotically to contribute to the support of the national treasury rather than to confine the different adventures in direct taxation to those peculiar forms which will chiefly fall upon one portion of the Union.

The States perform the most expensive functions of government, and especially those functions which most closely concern the people. They provide education, roads, fire and police protection and many other important services. We raise each year in Massachusetts, to carry on our local governments, \$93,360,186, or about \$26 per capita. Exclusive of the postal department, where a special service is rendered in carrying letters and commodities, the national expenditure is now about \$9 per capita, and that is larger than it ever has been in time of peace. In other words, we require in Massachusetts

nearly three times as much per capita to carry on our local governmental functions as is needed by the nation, and a similar disparity is shown in very many of the other States of the Union. Obviously, if the States are to continue to perform the vital functions which they have so long performed, the national government must respect their sources of revenue, and should confine itself to those rich and almost limitless fields of which it has exclusive command. In times of grave emergency, when the existence of the nation is at stake, the last dollar in the country should be at its command, but except in such times there should be no settled policy of taxation established at Washington which would threaten to cripple the local governments of the country and impair their efficiency.

The party platform upon which the Governor and a majority of the members of the General Court were elected declared in favor of a reasonable restriction in the hours of labor in industries continuously operated for twenty-four hours. Such industries are likely to be carried on by two shifts of men. They work alternately, sometimes thirteen hours in the daytime one week and eleven hours in the nighttime the following week. These very long hours of labor, alternating between day and night, continued over a long period of time, are likely to grind down

the vitality of the worker. More is exacted of the individual than he can in the long run be expected to do, and to just that extent his efficiency is decreased and he is ultimately worn out. I appreciate very well the objection to undue restriction in the hours of labor by the Commonwealth in advance of the action of the other States. After the point is passed where restriction increases efficiency the result of further restriction is likely to be to drive industry into the States with less favorable laws. Thus no benefit will be conferred upon labor. Indeed, by banishing it to less liberal systems an injury will be inflicted upon it, and also upon the Commonwealth by the displacement of its industries. As we have a common market for the products of our factories, and are under the same tariff system with the same relations to foreign competition, laws restricting the hours of labor in factories should be uniform throughout the United States.

But the Commonwealth, even for the sake of retaining industry, should not disregard the demands of humanity. It is the first duty of a State to conserve its citizens, and it would better have fewer people than consent to a system which would stunt the growth of its men and women. I believe, however, that the limitation proposed will not drive any industry from the Commonwealth, and I recommend the passage of suitable legislation

to carry out this humane declaration of the platform referred to by providing such a reasonable restriction as will remove the evil.

It is important that legislation should be passed doing away as far as possible with the abuses connected with the making of small loans. It is well for one, if he can so order his affairs, to keep out of debt, but credit becomes necessary to very many people, whether they are rich or poor. Those who are well-to-do can get money at the banks at the ruling rates, but those who are poor, when sickness or other misfortune comes upon them, are driven to the private lender or the note shaver, and some of the most cruel things that happen in our society result from the extortion that is sometimes practiced. The 8 or 10 per cent. per month often paid as interest devours the wages of the borrower, and sometimes, after paying many times over the amount of the loan in interest, he still owes the principal of the debt. Among the victims of this extortion may be found those in public as well as in private employment, and even teachers in our public schools. The existing provisions of law relating to assignments of wages have failed to furnish necessary protection. Means of evading these provisions have been employed to such an extent that the object of the law has been defeated, and the employees have been burdened with exorbitant charges for interest, for the drafting

of instruments and by various other devices. These charges have in many cases resulted in such an accumulation of debt as to place the employee under a burden so great as to leave him but slight hope of ever discharging it. The effects of such unconscionable charges are not alone seen in the deplorable consequences to the employees, but the resulting impairment of their efficiency has caused serious losses to their employers. The impairment of the efficiency of both public and private employees affects the interests of the entire community, and any practice which causes such impairment should receive the earnest attention of the Legislature in the attempt to discover and apply a remedy. Therefore I recommend the passage of an act which shall make invalid any assignment, power of attorney or other instrument purporting to authorize the collection of the whole or any part of the future wages or salary of any employee unless it shall be hedged about by conditions which shall secure the greatest obtainable amount of protection to the employee and employer.

Much may be done to lessen these evils without new legislation. Many small loans can be made with safety. A system of banking would strengthen itself with society if it did not segregate the small borrower and if it considered the safety rather than the size of the loan. If the intelligent managers



of our banks should devise some system by which they might accommodate the very small borrower they might not indeed greatly swell their own profits, but they could contrive to do such business without a loss, and they would have the satisfaction of performing the functions of banking for all sections of society to its very base, thus discharging the whole round of their obligations. It might seem very much beneath our great financial institutions, some of them with over one hundred millions of assets, to have departments of small loans, but it would add a fine touch of humanity to banking; it would make it more democratic, and buttress it in public opinion if at the same time that one of these great institutions was lending millions to a rich customer it should lend a few greatly needed dollars to an honest workingman upon such security as he could give, or upon that safest foundation of all credit, — the good name of the borrower.

The members of the majority party also stand pledged to an investigation for the purpose of devising a form of social insurance to protect the worker against the vicissitudes of sickness, unemployment and old age. I recommend that you inaugurate such an investigation with a view to the passage of suitable laws. I commend to your attention the systems enforced in Germany, Great Britain and other countries with reference to these

subjects. The German policy was established by Bismarck, under whose government it was declared in 1881 in a speech from the throne that "Those who are disabled from work by age or invalidity have a well-grounded claim to greater care from the State than has hitherto been their share. To find the proper means for their care is a difficult but also one of the highest tasks of any community which rests upon the moral foundations of a common Christian life." The difficulty of the task lies chiefly in discriminating practically between the worthy and the unworthy, in the danger of giving aid where sickness is shammed and furnishing a means whereby the drones may put themselves upon the back of those who are willing to work. Obviously there is no humanity in a system which would put the unworthy upon what should be a roll of honor, and would tend to pauperize and degrade any portion of our citizenship. But the morality of the task is not at all obscured by its difficulty, and the experience of some of the countries to which I have referred will, I think, clearly show that the just and humane purposes of such legislation may be secured with a minimum of abuse.

The unemployment crisis of the past year revealed our unpreparedness in methods of dealing with this grave problem methodically and effectively. We already have the beginnings of a system of State

employment offices, and it seems clear that the State has a constructive opportunity in this direction of which immediate advantage should be taken. Two recent special commissions have recommended legislation along these lines as being both expedient and necessary.

For many years agriculture has been a declining industry in Massachusetts. The important cause is found in the putting under cultivation of enormous stretches of fertile soil in the west and in the low long-distance freight rate. Whatever law can do it should do to restore agriculture. It should not impose onerous restrictions upon our farmers to which their competitors outside the State are not subject. The system of State roads through the agricultural counties is likely to be beneficial by reducing the obstacles which the producer must overcome to reach the consumer. The establishment and supervision of public markets will also help in the same direction. Good results are likely to follow the giving of prizes for stock breeding, for milk and butter production, and for the other departments of farming. I recommend that you make such appropriations for the agricultural college at Amherst as will enable it efficiently to carry on its work.

The mortality upon the highways as the result of automobile accidents has reached alarming proportions. About three hundred people were killed

and in addition many were injured upon our highways during the last year. It is probably true that the greater number of these accidents were wholly or in part due to the carelessness of pedestrians, and it is difficult to provide a legal remedy which will apply in such cases. But many accidents occur through carelessness in the operation of automobiles and through the violation, sometimes very gross, of the law of the road. If legislation can be devised which will have the result of lessening the number of accidents, it certainly should be enacted.

It is not easy to exaggerate the importance to the country of its railroad system. Without railroads our population would be scattered almost wholly along the ocean and upon the shores of our lakes and rivers. The railroad system has made possible the development of the United States and its present greatness as a nation. That system is of supreme importance to New England, which is situated in a remote corner of the country and must rely upon the railroads for transportation of much of the raw material of its industries, and for carrying its products to the great central markets of the country. In the development of this system evils have shown themselves. On the one hand, some, but by no means all, of the railroads have been made the instruments by which the men in control have served their own ends, regardless of the interests of the

public or of the stockholders. They have sometimes grossly overcapitalized their properties, exercised the political power of the people, selected candidates for office and directed the action of Legislatures. On the other hand, the railroads have sometimes been exploited by politicians, either in or out of public office, for their own political or financial gain. One form of exploitation is as pernicious and as antagonistic to the public interest as the other. The railroads should be governed by just laws, framed broadly in their own and the public interest. The public is entitled to just, reasonable and equal rates and efficient service, and the railroads are entitled to charge rates which under good management will enable them to render proper service and to secure a fair return upon the investment.

Property invested in a public service is at least as fairly entitled to the protection of the laws as is property in its more selfish forms. Regulation should not be carried to the point where it becomes destructive of property rights, and it should give the railroad owner a ready access to the courts, so that his right of property may be protected. Partial confiscation through unjust law will deter people from making further investments, and further investments are constantly necessary in order to keep railroads abreast of the times and make them effi-

cient public servants. If the law will not give due protection to railroad properties the investor will seek other forms of investment and the public will receive poorer service, ride in cars of prehistoric construction, and in the end be likely to pay higher fares. It is to be hoped that the legislation passed at the last session to secure the rehabilitation of the system which serves northern New England may prove adequate for the purpose. If further legislation should be necessary it should recognize the general principles to which I have referred.

A Commission on Immigration was created by the Legislature in 1913 and it has made a report upon which no action has yet been taken. It discloses so many instances of extortion and imposition upon the new immigrant as to amount almost to a system. It may be that these conditions are prohibited by existing laws and would be stamped out by proper enforcement. I ask you to investigate the subject and to pass any legislation which may be needed to deal effectively with this problem.

I recommend legislation in the direction proposed by the Commissioner of Health for the prevention and cure of contagious disease, and also legislation designed to prevent industrial accidents. I urge careful consideration of the recommendation of the Homestead Commission for legislation. I also commend to you for favorable action the recommenda-

tion of the Board of Education for State certification of new teachers, further State aid for the public schools and for carrying on the work of university extension.

The proper celebration of so notable an event in the history of the State and nation as the three hundredth anniversary of the landing of the Pilgrims calls for action at your hands. The character and importance of the event and the general interest in its fitting commemoration will require a celebration, simple, dignified and appropriate. While it may be advisable to extend somewhat the time within which the Pilgrim Tercentenary Commission may make their report, it should be filed and acted upon during the present session.

A high authority upon penal institutions has recently criticised the penal system of the Commonwealth on account of its relation to politics. A penal system should be managed solely with reference to the inmates and the public, and politics should be permitted to play no part in its control. The extension of the civil service laws such as I have recommended may be sufficient to deal with the evil if such an evil exists. The State Prison at Charlestown is badly located, and its work cannot be expanded upon lines which are followed in those States which have advanced penal systems. The

State of Pennsylvania has adopted a system which will permit it to utilize much of the labor of the prisoners in the reclamation and tilling of land, and thus they will be enabled to contribute to their own support by labor that does not compete with free labor, and their physical and moral condition will be improved. I recommend that you study this system with a view to its adoption in Massachusetts. Our probation system has been wisely extended. While there doubtless are people who should, more profitably to themselves and to society, be in prison, I suspect that on the whole our prison population is too large. A man should be in jail either for his own good or for the good of society. If it does not benefit either himself or society, imprisonment is mere folly. The community at large, except for purposes of its own protection, has nothing to gain by supporting a man in jail, and, as a result, sometimes by supporting his family outside of it. And as to the individual, a prison service is apt to do nothing toward rehabilitating him unless it does the real work of a reformatory, and he emerges from its walls better fitted than when he entered it to become a useful member of society. Our prisons should be conducted with one or the other of two objects in view: first, the confinement of those whose freedom is a menace to society; second, to cure the individual of his criminal tendencies so that he may in



the future lead a better life. The prison must be not merely a place of confinement; it must be a moral hospital. Study and treatment of individual cases; more thorough and effective classification of prisoners; an extension of the theory of indeterminate sentence; segregation of mental defectives; the upbuilding of health and self-respect by out-of-door labor, — these are a few of the steps along the road which we should follow.

I recommend a reorganization of the Board of Prison Commissioners so that one individual shall have responsible power and authority. I believe an unpaid board of five members, similar to that of the former Board of Insanity, should be established, but I do not regard the difference as very vital between such an organization and the advisory board recommended by my predecessor a year ago. There is no good reason why there should be two parole boards, and I ask you to consider whether one board could not better exercise both jurisdictions.

The good government of a State is promoted not by the number but by the wisdom of its laws. If the laws of Massachusetts were wise in proportion to their number and their length, the millennium would already be descended. An excess of statutory restraints, with their standards of conduct established by Legislatures, will tend to require the abdication of the individual conscience in order that man may

live a lawful life, and will make of government a more and more complicated and expensive contrivance. If the citizen is taught to look to the State for rules of personal conduct in those things which do not concern others or its own protection, he will sooner or later also look to the State for support, and instead of a rugged and self-reliant people such as dwelt in the Massachusetts of other days it will be inhabited by a spineless race.

When a new law is really demanded it should be carefully considered and then passed, and it should only be amended when amendment appears to be clearly necessary. But there is a tendency not merely to overlegislate upon new subjects but constantly by amendment to tinker the laws after they have been passed. We have over nine hundred laws in Massachusetts upon the subject of game, and I suspect that two or three well-considered laws would much better serve the purpose. Since the revision of laws relating to the militia we have had some eighty additional statutes upon the subject. Other similar instances might be cited. Since the last revision of our statutes we have passed many thousand pages of new laws, and in the interest of public convenience a revision seems to be demanded. I recommend that you authorize a revision and codification. If the work can be carried on so as not merely to remove ambiguity but also

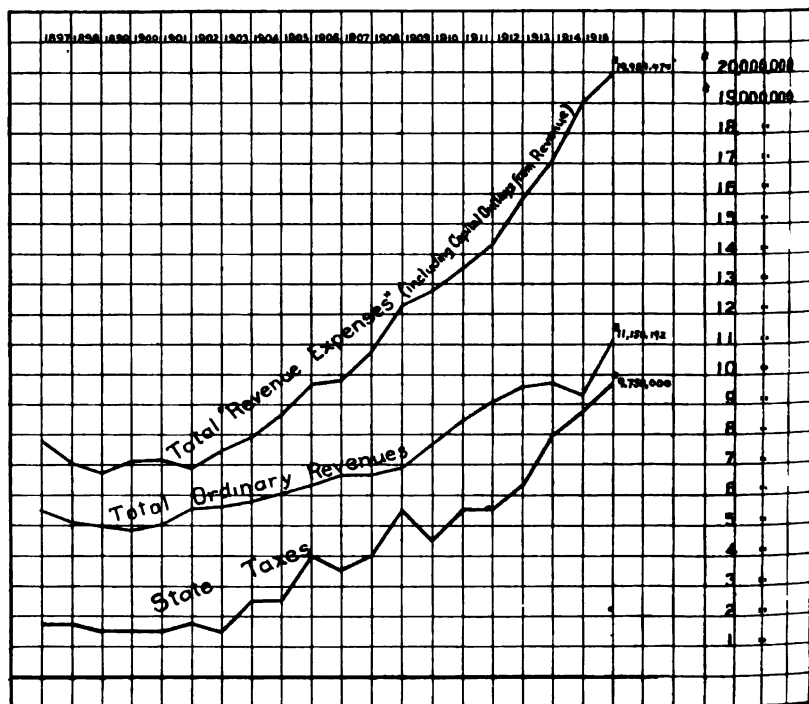
to remove questionable provisions, and to reduce greatly the bulk of our laws, I recommend that it be done in that way. As it will be necessary for the Legislature to pass upon the work of the commission which revises and codifies, there would be no attempt at delegation of its authority.

During the year just ended the Commonwealth has been bereft of two of her former Governors. Each rendered distinguished service to the State and the nation. Their brilliant, patriotic and manly qualities would have ennobled any service and enriched any citizenship. Our people will long remember with pride and gratitude the careers of John D. Long and Curtis Guild.

Senators and Representatives: — Let it be the purpose of each one of us to do everything for the Commonwealth and nothing for himself. We cannot serve two masters. If we seek our present or our future advantage through our conduct here, to that extent we shall betray the public interest. Those who have lived and wrought in Massachusetts have left us the heritage of a great history. We shall be permitted to enjoy that heritage only by proving ourselves worthy of it. Otherwise the contrast between our time and the past will be proof of our degeneracy and a source of shame. The historic Massachusetts stands for freedom under liberal laws, for the equal opportunity without which there can be

no real democracy, for treading the path that leads towards that secure progress from which no reaction shall spring, and for the temper to be in line with the humane spirit of the age. It should be our aim to link the past to an even brighter future. If we shall fail, let us at least strive greatly. Let us do all that in us lies to perpetuate the lineage of the glories of the Commonwealth, and resolutely keep the faith with her splendid traditions.

Chart showing Relative Growth of Ordinary Revenue, State Tax and Expenses in Massachusetts, 1897-1915.



# EXTRA SESSION

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SENATE

No. 1

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## ADDRESS

OF

HIS EXCELLENCY

SAMUEL W. McCALL

TO

THE TWO BRANCHES

OF THE

GENERAL COURT OF MASSACHUSETTS

AT AN EXTRA SESSION ASSEMBLED ON

SEPTEMBER 12, 1916.



BOSTON:

WRIGHT & POTTER PRINTING CO., STATE PRINTERS,  
32 DERNE STREET.

1916.



# ADDRESS.

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SEPTEMBER 12, 1916.

*Gentlemen of the Senate and House of Representatives:*

I regret that it has seemed necessary to summon you from your homes during your vacation season, but I feel sure that you will respond willingly in view of the character of the public work that is pressing for our attention.

More than seven thousand members of the Massachusetts National Guard have been sent by the United States to the Mexican border and there now seems a probability, each day growing stronger, that they will not be permitted to return to the Commonwealth before the election in November. If they are to vote at that election provision should be made now. This great number of patriotic men who responded to the call of their country in what appeared to be a time of national peril should not be deprived of the right of suffrage so far as that right can be preserved to them. I am advised that under our Constitution the Legislature has no authority to provide for extraterritorial voting for State officers but that it has the power to make provision for such voting for national officers. I therefore recommend the passage of a law under which the votes of such of these men as are legal voters may be taken and counted for presidential electors, United States Senator and Representatives in Congress. The passage of such a law is demanded not alone by a decent regard for the rights of the soldiers but by the best interests of the country.



It has been the wise custom of the Commonwealth in time of war to supplement the meagre pay of her soldiers so that reasonable provision might be made for them and for those dependent upon them. It is true that we are not at war, but the conditions under which our men responded to the call of the President were substantially the same as if there had been war. They made the same sacrifices in leaving their daily vocations and were animated by the same valor as if they were to go forth to do actual battle. They were so willing to serve their country that they subscribed to the requirements of the oath under the so-called Hay bill by which they became liable to six years of continuous military service. It is not for us to consider at this time the wisdom of a policy under which a small number of our citizens are to expose themselves to a long military servitude and to show patriotism and endure hardships for all, or whether such a policy, noble though it be as a display of vicarious patriotism, will give to the nation that broad basis from which to draw the disciplined men who may be needed in some great and sudden crisis. Waiving the question whether or not the Federal Government has done its full duty towards our soldiers, especially in view of the new and greatly disproportionate exactions from the Commonwealth in the way of direct taxes, almost certain to amount to more than \$15,000,000 during the current year, the question confronts us, what does equity demand of the Commonwealth? The spirit of the precedents which the Commonwealth has established in the past in wartime will apply to her soldiers now at the border. To make suitable provision for those who risk their lives for their

country affords one important test by which to measure the greatness of a state.

A large number of the National Guard amounting I am informed, to more than fifteen hundred men, have near relatives dependent upon them for support. There has been no such necessity as would require the service at the border of men with dependent families. The Federal Government has recognized the absence of such necessity and it was reported early in the summer that their services would be dispensed with. Thus far however it has taken no effective steps towards returning these men to the Commonwealth. The place for these men is at their homes, and we should attempt to secure their discharge. In the meantime we should care for those who are dependent upon them. These soldiers bound themselves to the National service under the circumstances to which I have referred. They were in our own militia and entered the National service under conditions which at the time made a strong appeal to their patriotism. Under these circumstances it is our duty to make provision for their dependent relatives. I recommend a suitable increase in the compensation of the soldiers, with a further provision for those dependent upon them and that due authorization be given to cities and towns to raise money by taxation or otherwise and expend the same for such purpose. Let us do full justice, but remember always to exercise moderation and reason. I recommend the appointment of an agent to assist dependent families to secure what is their due from an appropriation recently made by the National Government.

In a decision rendered on last Friday the Supreme

Judicial Court held that the reapportionment of Suffolk County into representative districts by a majority of the special commission created for that purpose was a nullity. This reapportionment clearly disregarded that spirit of political equality which is not only expressed in our Constitution but which underlies all democratic institutions. It would seem to follow from the decision that there were no representative districts in the County of Suffolk at the time fixed by the statute for the filing of nomination papers by candidates and that in the absence of further legislation that County might be incapable of choosing representatives to the General Court at the approaching election. On yesterday a new report was filed by the commission, in which some glaring inequalities still appear. It is important to save the County of Suffolk the expense of holding a special primary for the nomination of candidates to the House of Representatives, but the right of equal representation among our people, so far as it is possible to attain it, is too vital a principle of government to be surrendered in order to escape the expense of a special primary election. I am advised that the Legislature has no power to revise or set aside the report of the commission which derives its power directly from the Constitution, and that, until further action by the Court, the report stands as the basis of representation for Suffolk County. I recommend that provision be made for the nomination of candidates for the House in Suffolk County, at the regular primary, and to the end that that County may not be disfranchised, that special primaries be provided for in the event that the latest reapportionment shall be set aside by the Court.

There are many other important subjects of legislation to which I might direct your attention, but we have annual sessions to deal with such questions as arise in ordinary course, in the life of the Commonwealth. That such questions are not considered occasions for calling extraordinary sessions is evidenced by the fact that there has not been a session similar to this one called by a Governor since the great fire in Boston in 1872. In my opinion questions of a general nature may well be permitted to remain until the assembling of the General Court less than four months hence and we should now confine our attention to those matters growing out of the emergencies which made necessary your assembling at this time. If the questions relating to reapportionment are not dealt with the great County of Suffolk may be wholly or partially disfranchised. If provision is not made for the voting of the soldiers they may be deprived of their ballot at an important crisis in the affairs of the nation. Growing out of the service of the soldier the granting of due compensation to him and provision for his family becomes a pressing subject. I therefore refrain from making further recommendations to you. I invite your careful consideration of the questions to which I have referred and which spring out of the emergency. They do not at all enter into the realm of partisan politics but will I am sure, be considered by all of you from the same patriotic point of view, to whatever party each of you may belong. After you shall have dealt with them I trust that you may have a safe and, may I be permitted to add, a speedy return to your homes.

the mandate we have received from the people. Let it be our aim to do deeds which shall take their place with the best things in our history and be an incentive and a challenge to those who shall come after us. The power which we wield does not belong to us but to those who put it in our hands. And unless we shall use it solely for the public weal, we shall fall far short of performing our duty. What we call our Commonwealth is not alone the stretch between the Berkshires and the sea, it is not our manifold industries surging with life, nor our great institutions of learning known throughout the whole world, nor our intelligent and prosperous people, but, including them all, it finds its summit and crown in that ideal personality which towers in history and which forms the chiefest inspiration to incite us to weave into her future the noble texture of her past. For us to tarnish the lustre of a fame so splendid would be shameful, not to diminish it would be a very great thing, but to augment it would be indeed glory.

ADDRESS  
OF  
HIS EXCELLENCY  
SAMUEL W. McCALL  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS.

JANUARY 4, 1917.



BOSTON:  
WRIGHT & POTTER PRINTING CO., STATE PRINTERS,  
32 DERNE STREET.  
1917.

**D. of D.**  
**FEB 23 1913**

## ADDRESS.

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*Gentlemen of the General Court.*

We meet to-day under the shadow of a great war, which casts its sobering influence over us all. It touches more visibly the many thousands of households out of which our patriotic young men have gone to the camps and the battle line, but there is no one of our people who does not in his heart feel the supreme call which country makes and who does not recognize her cause to be his own. The war imposes responsibilities far from light, not only upon the officers of the national government but upon those who are charged with the work of conducting the government of States. I feel sure that you will agree with me, gentlemen, that it is our first duty to see to it that the Commonwealth shall do her full share, as she has always done whenever the nation has called upon her.

We must rigidly safeguard our credit, and carefully husband all our resources, in order that what we have may be available for the support of the country. I feel sure that we shall co-operate with each other and shall scrutinize most carefully all



appropriation bills, — cutting out expenses that are unnecessary, and conserving every resource of the Commonwealth. No one can foresee the extent of the demands the war will make upon us. They have already been great. They may become much greater. But when everything is at stake it would be worse than idle to count the cost. Let us remember that the \$100,000,000 or more of war taxes that the national government levies each year upon Massachusetts come out of the same pockets from which come the taxes that support our State government. By making our own taxes lighter we shall render it easier for our people to meet the calls of the nation. We have one duty before us and that is to maintain the position which the Commonwealth has always maintained in times of national danger, and do all in our power that our country may emerge victoriously from the trial through which she is passing.

Up to the first of January more than eighty thousand of the young men of Massachusetts had been mustered into different branches of the military and naval service of the nation. Our National Guard was sent out well disciplined, and through an appropriation by the General Court at the last session, made available for use by the executive, it was very well equipped. The elaborate machinery for the enforcement of the conscription act

was created; the enrollment of more than three hundred and fifty thousand men subject to the act thoroughly made, — the arduous work of selection and exemption performed, — and the quotas called for by the act were furnished when they were due. Important things have required attention in addition to the furnishing of the soldiers and sailors. Difficult problems have arisen relating to the civil population. The conditions which apply to the country, and especially to New England, are very different to-day to what they have been in any great war in which the country has been engaged. At the time of the Civil War the yield of the farms of New England was almost great enough to feed the people of New England. Her industries were kept in motion almost wholly by her water powers, and the wood from her forests provided fuel for the homes and for the operation of the railroads. Only a small amount of coal was brought each year to New England. But to-day we rely for much the larger portion of the food we consume upon far distant parts of the country. We require more than thirty millions of tons of coal each year which must be brought to us over long railroad hauls, or after a long voyage upon the sea. The jurisdiction of the Commonwealth is not broad enough to give us mastery over the supply of fuel and food, and we are greatly at the mercy of conditions which

we cannot control. But our anxiety is increased even if our responsibility is lessened and all the more is it necessary constantly to call into play forethought and judicious effort in order to provide for the needs of our people. On the tenth of last February our Committee of Public Safety was appointed, — the first committee of that kind in any State in the Union. This committee has developed a most effective organization. Under the leadership of its chairman, Mr. James J. Storrow, and its executive manager, Mr. Henry B. Endicott, it has helped greatly in the war work of the Commonwealth, and has rendered invaluable assistance in adjusting industrial disputes and securing fuel and food. The men upon this committee, however, are only representative of the great mass of citizens of the Commonwealth. Patriotism is everywhere. The desire to help the country is everywhere. The farmers have made sacrifices to augment the production of food. Large numbers of boys have volunteered to work upon the farms in order to supply the shortage of labor, and have given their services without pay. Lawyers, physicians, journalists, men of business, working men, — including the leaders of labor organizations, — judges upon the bench, earnest and patriotic women by the tens of thousands have eagerly sought avenues of service, and have helped make the Commonwealth a

compact and organized unit in supporting the country.

It is obviously our duty to subordinate everything else to the necessities of the war. New legislative programs, however meritorious, which call for the expenditure of public money or which mortgage our credit should be postponed. But the administration of the Commonwealth should lose none of its vigor. Our institutions, filled with helpless people, must be maintained, and the standard of their living should not be lowered. The cost of running our government will to some extent be made greater on account of the increased cost of supplies of every sort that we purchase. But the gross expense should not much, if any, exceed the expenditures of a year ago if we shall postpone the things which may wait until another day. Whether we shall need new taxes will depend upon the magnitude of the appropriations and upon whether the existing sources of revenue shall in any degree be dried up by the war.

I shall from time to time hereafter, as occasion may require, send to the Legislature recommendations with regard to taxation and to other subjects of legislation.

The Legislature at its last session authorized the Governor to organize a State Guard to protect the peace of the Commonwealth if our regular

military forces should be called out of the State. The wisdom of this action is now manifest, as the number of the National Guard remaining in the State service has dwindled to five officers and no privates. The services of the State Guard may not be necessary, but it constitutes a valuable insurance, for it would be manifestly unwise to have the State without armed forces when we are engaged in a great war. The members of the Guard have followed their work very industriously, and they have been made into a well disciplined and equipped army that does credit to the Commonwealth. I recommend that they have the full status of our militia until such time as our National Guard shall be returned to the service of the State.

The Commonwealth has assisted the towns in the vicinity of the national camp at Ayer in performing their police duties by guarding against the evil forces that are likely to be found near military camps. We have nothing to do with the government of the camp, but we may do very much with the moral sanitation of its neighborhood, and we may do very much in protecting the soldier when he is out of the camp against enemies that are as deadly as any he can meet upon the field of battle. I recommend that the amount of the appropriation made a year ago be increased so that the good work which has

been done may be continued and may be made more effective.

During the year ending June 30, 1913, which was the first year of the Workmen's Compensation Act, there was paid out to injured workers in the form of compensation and medical assistance \$1,667,000. In the year ending last June there was paid out over \$5,000,000 for compensation and medical treatment. This increase is great and appalling. During the last two years accidents have nearly doubled in number and severity. Reports indicate that since last June the increase has mounted to an even greater degree, — due in a measure to the supplanting of old and experienced workers by those who were inexperienced. It has been estimated that more people are now killed and injured in industry in the United States in a four-year period than were killed in battle or died of disease or wounds during the entire Civil War. This wastage of human life creates a heavy and an unpardonable drain in time of peace but it is even more deplorable in time of war. We should increase the safeguards against accidents. There is a great social loss in addition to the individual loss which is suffered. Compensation is a very necessary and beneficent thing, but the prevention of the destruction of the lives and limbs of

workers is far better than compensation, which cannot restore them again. It is estimated that the economic waste from accidents alone in the Commonwealth exceeds fifteen millions of dollars every year. I recommend that the Legislature carefully investigate this subject, with a view to providing remedial legislation.

There is another subject which is kindred to the one I have just referred to, and is of no less importance. In my address to the General Court a year ago I referred to the subject of health insurance for the protection and promotion of the physical well-being of the workers of the Commonwealth. The Board of Charity and Bureau of Statistics have recently undertaken the study of the causes of dependency of widows with families receiving assistance under the Mothers' Aid Law. This beneficent measure, designed to prevent the breaking of family ties, now aids over three thousand families, at an expense of approximately one million dollars each year. The investigation shows that the dependency in three cases out of four is caused by the death from sickness of the father in his prime. Where the dependency was caused by incapacity instead of death, sickness was again the preponderating cause. The men whose families were thus deprived of support had previously been employed as skilled workmen with good wages, and yet

they were unable to make provision against death or serious illness. Life insurance had been sought by many of them, but the amount of the insurance had been totally inadequate — amounting in most instances to but a few hundred dollars — and was largely consumed by expenses of the last sickness and of burial. I believe these facts, and others to be found in the report to which I have referred, should receive the consideration of the General Court. They indicate that the illness of our workers is a chief cause of the dependency which costs us great sums of money each year, and that a further cause is to be found in the premature death of productive workmen. A great amount of this staggering loss and the resulting expense might be averted by prompt and adequate medical care, such as a well-organized system of health insurance would supply, and such as it does supply in those countries which have established such a system. As I have said, general legislation should at the present session be undertaken with unusual caution. But the care of the workers has a very special reference to our efficiency in war. Their labor becomes all the more necessary, for the struggle is not merely between men, but between the productive forces of the nations.

New and untrained workers, especially women, who are entering employments heretofore carried on



exclusively by men, must be protected if we are to avoid the costly mistakes made by some of the nations during the earlier years of the war. The places left in our social order by the men who have entered the military service must be taken by others, who in the first instance require training and are particularly subject to accident. We should not permit our industrial life to slacken. The farms and mills and factories which are essential to our strength should be kept producing at full capacity. Good authorities declare that for every man on the battle front seven are required at home to keep him an effective fighting unit. No subject can better engage your attention at a time like this than that which relates to the conservation of the human resources of the Commonwealth and the preservation and the efficiency of her men and women. A comprehensive system which would so far as possible do away with the waste resulting from accident and sickness would be a wise, humane and beneficent measure. It would strengthen the hands of the country in war, and would result in the saving of very many millions of dollars each year to the Commonwealth. At the last session the committee of the Legislature which considered my recommendations for health and old age insurance were of the opinion that the advent of the war, after I had made my recommendations, made

it advisable, as a measure of present economy, to adjourn their consideration. That view would necessitate their further adjournment until the end of the war. I believe firmly in the wisdom and justice both of health and of old age insurance, and of the inevitableness of their coming. Very much is to be said in favor of both even in war time, and especially in favor of the immediate conservation of the health of our workers.

A legislative committee on finance and budget procedure has given the subject of a State budget very exhaustive consideration during the recess. I have referred upon former occasions to the need of providing for an efficient budget system. The Constitutional Convention has under consideration an amendment to the Constitution providing for a budget, but until that is passed by the people legislative action upon this subject cannot bind Governors or subsequent Legislatures. But it would be binding upon the departments and would probably be followed as a rule of action. As chief executive, with a high responsibility for administration, the Governor should be enabled to examine all estimates of appropriations, and to submit to the Legislature a budget containing a statement of appropriations deemed by him to be necessary for the proper maintenance of the government. This budget should include the amounts required for ordinary

maintenance, to meet deficiencies, to pay interest and maturities upon debt, and also to provide the additions and improvements to existing institutions which may seem necessary or desirable. The recommendations for spending money might well be accompanied by recommendations for raising it, whether by loans or new taxes. A haphazard system of public finance is likely to be an expensive system. The comprehensive grouping of the financial needs of the government will result in the saving of time to the Legislature, a better apportioning of appropriations among the different departments, and a lessening of expenditure. I heartily recommend action designed to secure a proper budget system.

I urge upon you the great importance of improving the efficiency of the transportation systems of the Commonwealth. The national government is now operating the steam railroads of the country, and for the present they are practically taken from the field of our consideration. Our street railway systems are in a deplorable condition, both with regard to their financial strength, and, as to the most of them, with regard to the character of the service they render the public. The State should require that these corporations should be honestly and economically managed, should provide good accommodations for their patrons, should do away

with the excessive crowding of cars which adds a wearisome length to the working day and does much injury to health, and that they should be permitted to receive for this service a rate of fare which would pay the fair cost of rendering it. Our people do not desire transportation wholly or in part free, but they desire and should receive good service and at its fair cost. The chief elements of cost of such service are reasonable wages, maintenance of the property, and a fair return upon actual investment, and not upon inflated values. I recommend legislation designed to enable our street railways to be efficient servants of the public. If the Public Service Commission does not possess sufficient authority in the premises, I recommend that additional authority be granted them.

The Constitutional Convention was unable to finish its work, and has taken a recess until after the adjournment of the present session of the Legislature. It was a notable body of men, and the results of its work already achieved amply vindicate the action of all who had part in creating it. I recommend that a reasonable appropriation be made to enable it to complete its labors. It submitted an amendment for absentee voting which was accepted by the people at the election in November. I recommend the passage of a law providing for the voting of soldiers and sailors who

may be absent from the Commonwealth in the service of the country. Experience has shown that irregularities are likely to occur in the receiving, transmitting and counting of votes taken away from the polling places, and great care should be exercised in drafting the requisite statute. The amendment confers upon the Legislature the power to provide for absentee voting in general. If the Legislature shall deem it important at the present time to exercise this power I would suggest that it make provision for such absentees as are prevented from going to the polls only by sheer necessity. It is not a great hardship for the citizen to go to the polling booth when he is able to do so, even at some sacrifice of his convenience or his business, and a little hardship will cause him to prize the right more than if we should coddle him.

The war must not distract our attention from the necessity of education. There has been a marked falling off in the number of scholars in our normal schools which will have a tendency to lessen the number of our trained teachers. The high wages of labor encourage young people to leave school and seek employment. The money thus obtained is often needed in the homes. In order that this condition may interfere as little as possible with the education of the boys and girls, it would seem to be wise that the attendance upon our continuation schools in such cases should be made compulsory

throughout the Commonwealth, as it is now in the city of Boston.

The physical examination of men under the Conscription Act has shown us the need of physical training in schools for our young people. Some very excellent reports have been made by commissions appointed to study this question. I recommend that you take action to improve the character of the physical training for our young people.

I also recommend the study of the question of educating men who may find it necessary, on account of injury received in the service, to renew the same or adopt some form of employment other than that which they had followed before entering the service, should the national government not make proper provision for such kind of education.

In time of war there is danger of the deterioration of those institutions of government which are the glory of peaceful times and which are superseded by a rule military in character. War has little tolerance for freedom. We must see to it that it shall leave no permanent trace of its autocratic methods, and take nothing from the body of our liberties. But we are in the war, and we must wage it with no divided energy of the nation. We must concentrate all our resources in order to win it, and we must surely not be led to abate in the least our preparations by any talk of peace. Do I mean that we should not think of peace and not be ever

ready to secure a righteous peace in any righteous way? By no means. It would be far better to consider an offer of peace, even fraudulently made, than to refuse to give attention to an honest proposal. Each one of us is a member of our great democracy, and it is our duty to keep clearly in mind the objects for which we are fighting. Every week of this war entails a loss of life and property more serious than the cost of entire wars accounted great by history. The ultimate end that is beyond the mere purpose to conquer we must keep ever before us, so that we may not share in the colossal crime of the architects of the war by prolonging its evil course an instant after that end can be secured. When our adversary states particular terms, when he puts himself in the way with us, our thoughts should take some definite shape in response, and not phrase themselves in vague even if noble generalizations, which, however much they may do honor to our moral nature, are for the purposes of the occasion wholly meaningless and negative, and carry nothing from one nation to another. If an enemy fairly tells us what he will give, and it is too little, let us tell him what we will accept. Otherwise we may make ourselves responsible for the further drifting of the universe, and for the continued deepening of the night that is settling upon civilization.

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**The Commonwealth of Massachusetts**

**Messages to the General Court, Official  
Addresses, Proclamations and  
State Papers**

of

**His Excellency**

**Governor Calvin Coolidge**

**For the Years Nineteen Hundred and Nineteen and  
Nineteen Hundred and Twenty**

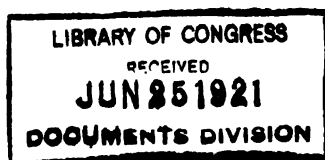
**Compiled by Henry F. Long, Private Secretary to His Excellency  
Governor Calvin Coolidge**



**Published by order of the Council dated  
June Twenty-Third, Nineteen Hundred and Twenty**



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## EXPLANATORY NOTE.

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The messages of the various Governors of Massachusetts prior to the year 1914 will be found in the Blue Books, issued yearly, containing the Acts and Resolves passed by the Legislature of that year. Since 1914 the General Acts, and the Special Acts and Resolves, have been published in separate volumes to the year 1919, inclusive. The General Court in passing the acts authorizing the printing of separate volumes and the printing of one volume commencing with the laws of 1920 did not provide for the printing of the Governors' messages in the Blue Book, and they can be found only in the Senate and House Journals for the years since 1914. The Council, feeling that the messages, official addresses, proclamations and State papers of His Excellency Governor Calvin Coolidge should be conveniently assembled, passed an order authorizing the printing of this volume.



# Messages to the General Court, Official Addresses, Proclamations and State Papers.

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## INAUGURAL ADDRESS.

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Delivered in the House of Representatives January 2, 1919.

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MEMBERS OF THE GENERAL COURT OF MASSACHUSETTS: — You are coming to a new legislative session under the inspiration of the greatest achievements in all history. You are beholding the fulfilment of the age-old promise, man coming into his own. You are to have the opportunity and responsibility of reflecting this new spirit in the laws of the most enlightened of Commonwealths. We must steadily advance. Each individual must have the rewards and opportunities worthy of the character of our citizenship, a broader recognition of his worth and a larger liberty, protected by order — and always under the law. In the promotion of human welfare Massachusetts happily may not need much reconstruction, but, like all living organizations, forever needs continuing construction. What are the lessons of the past? How shall they be applied to these days of readjustment? How shall we emerge from the autocratic methods of war to the democratic methods of peace, raising ourselves again to the source of all our strength and all our glory, — sound self-government?

### ECONOMY.

All government activities depend upon the ability to secure public revenue. This is not inexhaustible, and when exceeded completely paralyzes every beneficial activity of the people. The continuing ability to pay taxes is meas-

ured by the surplus of production, and revenue from any other source is a species of confiscation to which the rate payer is soon powerless to respond. The debt of the Commonwealth is large, but it is not increasing inordinately, even in time of war. In fact, this year it has decreased. The gross debt includes the metropolitan park, sewer, and water bonds, which are guaranteed but not paid by the Commonwealth, and the net debt, which is a direct obligation to be paid by the public treasury. The expenses and direct tax have increased in a way that is of more concern. Even though nearly one-half is directly due, and the balance nearly all indirectly due, to war conditions, it will be difficult to reduce commitments once they are made. The items for the past four years are as follows: —

	Gross Debt.	Net Debt.	Expenses.	State Tax.
1915, . . . . .	\$86,042,692 01	\$30,404,384 96	\$26,845,000 00	\$9,750,000 00
1916, . . . . .	85,666,602 11	30,577,256 76	27,694,712 50	8,000,000 00
1917, . . . . .	87,984,093 09	33,658,551 32	33,292,860 97	11,000,000 00
1918, . . . . .	85,059,905 83 <sup>1</sup>	32,058,102 31	37,000,000 00	11,000,000 00

<sup>1</sup> Approximate.

There has been added to our own already heavy requirements our portion of the unexampled costs of the war to the national government. It is distinctly a time for avoiding expense and for retrenchment. This is not an easy task, for the present expenses are fixed by existing laws which it is difficult to change. Our plant must be kept up. But it is possible to refrain from new commitments, and, so refraining, the yearly payments of the public debt and the normal increase of the taxable resources of the Commonwealth will give relief, both by diminishing the burden and increasing the number by which it is borne. The importance of economy now cannot be overstated, whether viewed in the light of our present financial condition or the future uncertainties. The people, asked to save, did not fail to respond. They will expect no less from their government. True economy is an exhibition of self-restraint, an index to civilization.

### MAN POWER.

The salvation of a State, in peace no less than war, depends upon the effectiveness of its population. To secure and promote this the protection of the public health is fundamental. This means, in the first instance, preventive measures. With many of these we are already familiar, and others will be established by research. For such purpose it is recommended that provision be made.

The menace of the feeble-minded is becoming more and more apparent to all. This condition is a fruitful source of want, crime, and degradation, entailing untold and increasing public expense. To meet this the co-operation of all private charitable institutions should be sought, and the same supervision which they already exercise should be given to other unfortunates, now outside their influence, whenever they become transgressors of the law. To begin this great and important work some appropriation should be made. It lies at the foundation of public health and social progress.

### *State Institutions.*

A large percentage of the public expenditures is made by the various State institutions. For the most part, their management has been good and they have met the greater costs of supplies and service with judgment and discretion. These institutions care for the wards of the Commonwealth. They have become overcrowded. Greater care should be used, in the attempt for a small State tax, to see that it is not at the peril of overcrowded conditions in these great hospitals.

The learned on the subject agree that these institutions will go on requiring more space with the increase of population until the feeble-minded, from which these inmates largely come, are decreased. Meantime, means must be provided for their housing and care.

### *Housing and Working Conditions.*

Increased respect for man has brought increased respect for his environment and occupation. Housing and working conditions are a matter of the gravest public concern. It has been the practice of the General Court to survey this field always with great care, until these conditions in Massachusetts are unsurpassed in any other jurisdiction. But this work is not done. The health, social, and economic conditions of our citizens must continue to improve with the increase of our resources. That same watchful care which has justified past legislation over housing, sanitation, hours of labor, and conditions of employment in different occupations must be maintained.

The ability to work, to achieve, to act for an infinite variety of ends places man in his supreme position in all creation. But it has been by a conservation rather than a destruction of human resources that civilization has advanced. If in any respect you find conditions bearing too heavily upon those who toil, do what you can for their relief. Let them know the government has for them great solicitude. No progress was ever made by regarding mankind as cheap.

### EDUCATION.

Next to maintaining ordered liberty comes the public duty of providing education. Other localities surpass ours in the possession of natural resources. Our strength lies in the skill, energy, and intelligence of our citizens. Knowing more they accomplish more. If this mental supremacy should pass from us we could no longer compete with regions more naturally favored. Looking at the material and practical side of the problem it is clear that education is a necessary matter of business. Trade, vocational, and technical schools must be established, encouraged, and maintained. These courses of instruction must be pursued with great thoroughness. This has come to be well understood by all students of our conditions and needs. A democracy requires equal opportunity of training for all avenues of life. Profession and artisan, doctor and mechanic, are alike en-

titled to the solicitous care of the State in providing for their education.

But this effort for a practical education will be in vain if we look at the practical side alone. Education must teach more than the ability to earn a livelihood, — it must teach the art of living. It is less important to teach what to think than how to think. The end sought should be broad and liberal rather than narrow and technical. The ideals of the classics, the humanities, must not be neglected. After all, it is only the ideal that is practical.

The profession of teaching has lost some of its former place in public esteem. It must be re-established. Opportunities should be equalized. Better schools is one of the pressing needs of rural life. This is not a local problem. It is as broad as the Commonwealth. It is urgently recommended that such taxes be laid and appropriations made as will re-establish the public schools of Massachusetts on a basis of greater equality and higher opportunity.

#### *Protection of Recent Arrivals.*

Nor is it sufficient to limit our efforts to youth. There are among us many recent arrivals who are entitled to our consideration and assistance. This is to a large extent a problem of the national government. It is intricate, delicate, and not yet fully understood. It is mainly a problem in showing to all residents here that there is an interest in their welfare, a desire to protect them from imposition, a respect for their own national spirit, and an effort to have them use that spirit in appreciating our own citizenship and supporting our own institutions. Many being on our shores yet never arrive at America. Our country must be carried to them. This is one of the first States to recognize this duty and try to meet it. Provision should be made to assist in teaching all up to middle age to speak, read, and write our language, and come in that way to an understanding of our institutions.



*Protection of Society.*

There are a few misguided people who are the enemies of all order and all organized society. We recognize the right of speech, to be free but not blasphemous, and the right by action, to change but not to oppose the execution of laws. Public display of any emblem signifying hostility to the execution of the law is a denial of the sovereignty of the people, and should be forbidden.

*Military Training.*

Military training has come to have a new significance. Formerly it conveyed merely preparation for war. After seeing its effect on the youth of the country it is realized that it means even more a preparation for peace, a training that develops the man to his full powers. Like many other problems this is in part dependent on the action of the national government. The Commonwealth should be ready to co-operate in whatever plan is adopted for training the youth of the nation. In the years to come it will undoubtedly figure as a part of our educational system.

**MATERIAL WELFARE.**

No State under which the government was indifferent to the material welfare of its citizens would be worthy of support. In the long run this depends upon one condition, and that is the amount of production. Production in turn depends upon the chance to conduct enterprises at a profit. When business activities are encouraged it is therefore for the public welfare. The investment of capital should be welcomed and made profitable. On that depends the solution of every social and economic problem. The war has shown that it is not money which must be had, but materials, shelter, food, and clothing. Money that cannot be exchanged for these has little value. It is of supreme public importance that production be stimulated. Without it all other effort for human betterment is in vain.

One of the chief means of lessening the burdens of man and increasing his material blessings has been the produc-

tion of mobile mechanical power. First steam and then electricity was brought into service. There can be no doubt of the great benefits derived from the development of electrical power from coal and water. Central power stations at tidewater and inland water-power development should be stimulated and encouraged. On the increase of such power will depend the place we shall hold in future civilization.

### *Transportation.*

The railroads of the country are almost entirely operated by the national government. It has increased rates about 50 per cent. The public is willing to pay increased rates because they appear necessary. There were, however, certain rates under which New England had developed her industries, thus providing freight, that were known as differentials. It is desirable that these be continued, whatever the rate changes be, in order that we may hold the same relative position that we have had in the past. The interests of the New England States are so nearly identical that they would be better served if there were, under public supervision, closer traffic agreements, or regional unification, which would bring a closer relationship between the different roads.

But this is not so urgent as the street railway problem. While sufficient data are not at hand for a final and complete solution, and conditions are changing much from day to day, yet there are some things which are apparent and which must be kept in mind in seeking a remedy. Street railway service in some form is now a public necessity. It ought to be supplied at moderate rates of fare to workers, to children, and to the public generally. It has been provided as a private enterprise. It was expected to be more profitable than it ever turned out to be, and for that reason, and because it used the public street, certain extra taxes were laid on it, and conditions requiring expense were often attached to grants of location. A street railway is not a steam railroad but a stage coach. As every one knows, the difficulty is lack of revenue to meet expenses.

The problem is where to get more money. There are

only two sources, — increased fares and the public treasury, directly by grant or indirectly by remission of taxes or other payments. Public ownership is no answer to this problem, as it would increase no revenue. The question is one of our needs and our duty, and must be squarely met. As a business enterprise the government desires its success, but no more so than any other private enterprise. As a public necessity the government is warranted in giving aid. As it is a public enterprise the public ought to realize that whatever revenue it has they must furnish. Fares have been increased, but in some places there is no rate high enough to pay for operation, for raising rates too high diminishes the number of passengers. Grants of money have been made by some towns.

So long as a street railway can be operated with fair service, paid for by its patrons, it is on a sound and enduring basis. That ought to be the standard. The moment that is abandoned there is no standard to measure the soundness of the principle applied. No one knows how to assess the benefits or where they apply. Any other standard should be adopted with great caution and for a very limited period.

The only other course is by local and State aid. This shifts the burden, but does not diminish it. Instead of paying the fare on the car it is paid in taxes, in rent, and the cost of living. But in the period of readjustment we may have to apply extraordinary remedies.

The information even to state the problem accurately is not at hand. It is therefore recommended that there be at once a survey of the street railway situation by experts to report the amount of deficiency in revenue, the amount of taxes and other public charges paid, and what, if any, part of the deficiency should be met by remission of taxes and other public charges, and by appropriations of money, coupled with public control, by the localities and the Commonwealth in order to keep necessary transportation facilities in operation. Knowing the requirements and the resources, it ought not to be difficult to make them balance.

The question of the policy toward public utilities should

be taken out of politics. No greater harm can be done the public than by an attempt to make the operation of these agencies, which ought to be purely a matter of business, a means of partisan advantage. Unless this is done there can be no hope of reaching a proper solution.

### *Port of Boston.*

For some years effort has been made to develop the port of Boston. This has been limited, for the most part, to increasing the facilities for shipping. While these facilities could be further increased, the need at present seems to be for a greater use of what is already developed. That means more commerce, which will not be secured without effort. This was recognized in the port law, but inadequately in accordance with the needs of the present. The Waterways Commission has its department on much more than a paying basis. With more shipping its income would increase, giving means for further development. It is therefore recommended that a temporary unpaid commission be authorized, not to extend beyond December of next year, for the purpose of developing the commerce and shipping of Massachusetts, and co-operating with the other New England States for that purpose.

### *Returning Soldiers and Sailors.*

The men on whom fell the task of saving our civilization are returning to us. Nearly 200,000 of the best Massachusetts had are coming home. No welcome could measure the worth of their services or express our appreciation of their sacrifices. It is enough to say that they have kept Massachusetts still first.

By the mercy of Providence most of them are in the vigor of manhood. They met the conditions of war and will meet the conditions of peace. But it were an empty welcome which did not extend to these heroes of land and sea every aid in returning to the ranks of production. There is no lack of work in the world. The need of products was never so great. But modern production requires organiza-

tion. We must organize, so far as possible, all private enterprise for the employment of all who are discharged from war service. We shall fail in the object of aiding the men who have borne arms if we forget the men who have been in industry. Both are deserving. This is a question of business rather than government. There may be less difficulty in readjustment than is anticipated, but the contingency must not be disregarded. There is no need for treating it as an actuality. Provision should be made for loans, if need arise, for reforestation, reclamation of land, erection of houses under the homestead law, and other public works to provide employment in contingency for discharged soldiers and sailors.

Some are returning broken of body and mind. Until discharged they will be under the care of the United States. After that whatever the Federal government fails to provide for their needs and their dependents should be provided by our Commonwealth. No man incapacitated in the service should ever want for a reasonable support. In addition to this there must be the opportunity of rebuilding, training, education, and employment. That these numbers are mercifully small requires from us the better service to each individual.

Already a committee has been appointed to meet and welcome men as they return. It has been suggested that each be awarded an appropriate service medal. This should be done at once. Further provision should be made for relief during any interval of inability to find employment, and every resource of the Commonwealth used to aid in placing men at once in profitable production.

It is further recommended that the laws expiring next year, which provide relief for those who have heretofore been in the land and naval forces of their country, and their dependents, be amended to include like classes of the present war, and extended for the usual period of five years.

There are some who will never return. They rest, eternally the evidence of a Massachusetts devotion to duty which rises above the things of this world. The place they leave vacant government in its poor way must fill. The

marks of honor bestowed upon those not returning must go to their representatives. To their enduring honor, to their devotion which did not falter, enduring monuments will testify.

### *Homesteads.*

For some years there has been a movement to encourage home owning. Recently a constitutional amendment was adopted and a law passed to promote this purpose. It is administered by the Homestead Commission. A beginning has been made.

The underlying purpose is to raise the standard of citizenship. Nothing is so effective in this respect as an interest in real estate, a home. This work is only in embryo. It should be enlarged. Inducements should be made to encourage home building in a much larger way, not only by the State, but through local activities, through the providing of capital and loans at low rate of interest and some exemption from taxation.

### ADMINISTRATION.

The people have adopted nineteen amendments to the Constitution. I recommend the passage of legislation necessary for the carrying out of the directions contained in any of these amendments. Your attention is especially directed to the amendment which requires the executive and administrative work of the Commonwealth to be organized in not more than twenty departments within the next two years. This will require much legislation and a careful working out of many details. I urge you to start upon this most important work and complete it this session. It should result in diminishing the expenses of administration.

### *Special Committee Reports.*

You will have the advantage of several reports of special committees and commissions giving you the results of their studies and investigations. These should be given very careful consideration. Not the least value of those investigations in the past has been to prevent legislation, always

attractive of title, often worthy of object, which study showed to be unwise. Wherever real need has existed this process has seldom failed to reveal a suitable remedy and appropriate legislation.

### *Agriculture.*

The foundation of our national prosperity depends on agriculture. The tillers of the soil hold the ideal position for the development of good citizenship. It is earnestly recommended that means be provided for encouraging agricultural development, for co-operating with the various agencies through which it is promoted, and for assisting in the profitable marketing of its products.

### *Plymouth, 1920.*

In 1920 will come the completion of three hundred years since the Pilgrims landed at Plymouth Rock. Measured by its effects this was one of the greatest events in human history. There began all that we call America. This belongs to Massachusetts. That proud possession should be recognized, and that great event observed by appropriate ceremony and celebration.

### *State Guard.*

A law of 1917 provided for the establishment and maintenance of a State Guard. At comparatively small expense a force of about 11,000 officers and men was raised, which has become a well-trained military body. It rendered conspicuous service in restoring the public health. Too much praise cannot be given to the patriotic services performed by these citizen soldiers.

While the law does not in terms state that this force shall go out of existence at the end of the war, that was evidently the intent. Many of them feel that there is no longer a menace which requires the sacrifice they are called on to make, and therefore they desire to be relieved. There are many others, however, who are willing to remain. The position which the old National Guard is to hold in the future is very uncertain, depending upon Federal policies

not yet fully announced. It is altogether desirable that Massachusetts have some military force at its command. It is recommended that provision be made for maintaining such part of the present State Guard as the military council may from time to time by order approve, for a period not to exceed one year after the declaration of peace.

The State and the National Guard are established not for police duty but for military duty. This was recognized by a law of 1917, which provided for the appointment of temporary police officers and watchmen. For such work as the guarding of bridges in time of danger there should be an active or reserve police on whom the public can call. It is recommended that such provision be made that our National Guard, after it returns from France, may not again be called on to guard bridges at \$1.55 per day.

#### CONCLUSION.

It is your duty not only to reflect public opinion but to lead it. Whether we are to enter a new era in Massachusetts depends upon you. The lessons of the war are plain. Can we carry them on into peace? Can we still act on the principle that there is no sacrifice too great to maintain the right? Shall we continue to advocate and practice thrift and industry? Shall we require unswerving loyalty to our country? These are the foundations of all greatness.

Let there be a purpose in all your legislation to recognize the right of man to be well born, well nurtured, well educated, well employed, and well paid. This is no gospel of ease and selfishness, or class distinction, but a gospel of effort and service, of universal application.

Such results cannot be secured at once, but they should be ever before us. The world has assumed burdens that will bear heavily on all peoples. We shall not escape our share. But whatever may be our trials, however difficult our tasks, they are only the problems of peace, and a victorious peace. The war is over. Whatever the call of duty now we should remember with gratitude that it is nothing compared with the heavy sacrifice so lately made. The genius and fortitude which conquered then cannot now fail.



## MESSAGE RELATIVE TO PARDONS.

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EXECUTIVE DEPARTMENT, BOSTON, January 6, 1919.

*To the Honorable Senate and House of Representatives.*

I have the honor to transmit herewith to the General Court a report of the pardons granted in 1918, left with me by my predecessor in office.

CALVIN COOLIDGE.

EXECUTIVE DEPARTMENT, BOSTON, January 2, 1919.

*To the Honorable Senate and House of Representatives.*

I have the honor to present herewith, in compliance with chapter 50 of the Resolves of 1860, a report of the eighteen pardons issued by the Governor, with the advice of the Council, during the year of my administration just closed.

Of the number thus released, six were in the State Prison, nine in houses of correction, two in jails, and one in the State Farm. Serious illness was the controlling reason for the discharge of two.

SAMUEL W. McCALL.

For description of pardons see Senate, No. 2, 1919.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION RESPECTING THE LATE THEODORE ROOSEVELT.**

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The people of our Commonwealth have learned with profound sorrow of the death of Theodore Roosevelt. No other citizen of the Nation would have brought in so large a degree the feeling of a common loss. During the almost eight years that he was President, the people came to see in him a reflection of their ideals of the spirit of true Americanism. He was the advocate of every good cause. He awakened the moral purpose of the Nation and raised the standard of public service. He appealed to the imagination of youth and satisfied the judgment of maturity. In him Massachusetts saw an exponent of her own ideals. In token of the love and reverence which all people bore him, I urge that the National and State flags be flown at half-staff throughout the Commonwealth until after his funeral, and that when next people gather for public worship his loss be marked with proper ceremony.



Given at the Executive Chamber, in Boston, this sixth day of January, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-third.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,  
*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## MESSAGE SUBMITTING BUDGET RECOMMENDATIONS.

EXECUTIVE DEPARTMENT, BOSTON, January 8, 1919.

*To the Honorable Senate and House of Representatives.*

In compliance with the provisions of the Constitution, which provides that "within three weeks after the convening of the General Court the Governor shall recommend to the General Court a budget," and the laws of the Commonwealth, which provide that the Governor submit a budget to the General Court "not later than the second Wednesday in January," I am submitting herewith budget recommendations for the fiscal year 1919.

### GENERAL FUNDS AVAILABLE FOR APPROPRIATION FOR 1919.

The Auditor of the Commonwealth's estimate of receipts from the ordinary and other revenue for 1919, in accordance with section 3 of chapter 244 of the General Acts of the year 1918, is as follows:—

Free cash balance in the treasury December 1, 1918, . . . . .	\$5,361,437 97
Estimated revenue for fiscal year 1919, . . . . .	18,939,875 00
<hr/>	
Total available, . . . . .	\$24,301,312 97

### *Proposed Expenditures.*<sup>1</sup>

For administration, operation and maintenance of State activities including certain aid, reimbursement and subsidy accounts, . . . . .	\$29,975,709 34
Deficiencies, . . . . .	—
Capital outlay, . . . . .	3,981,970 45
Interest and debt, . . . . .	3,739,188 23
Other general, . . . . .	314,586 68
<hr/>	
	\$38,011,454 70

<sup>1</sup> Exclusive of the metropolitan districts.

These proposed expenditures, which amount to \$38,011,-454.70, include only such estimates as have been filed under the provisions of chapter 244 of the General Acts of the year 1918. The Legislature of 1918 voted in excess of \$2,250,000 for various projects and purposes which had not been proposed at this time one year ago. To make the total figures in this budget comprehensive, an allowance must be made for such additions as legislation of this session makes necessary.

The estimates for expenditures have been studied by the Supervisor of Administration, and his recommendations are embodied in the summary of financial statements submitted with this budget.

#### MAINTENANCE.

The needs for the current year of the several departments, boards and institutions reflect the higher salaries and wages paid to-day as compared with those of the pre-war period. In many cases during the past year increases have been necessary in order to maintain a working organization. These increases have to some extent been met by the savings resulting from places made vacant by reason of employees leaving the public service for better paying positions in private employment. Some of our institutions have been run with a smaller number of employees than in normal times would be considered reasonably necessary.

This is surely not the time for indiscriminate increases in salaries and wages. There are, however, some deserving cases in some branches of the service where further increase would be justified. Our public service, if its efficiency is not to suffer, should be regulated by entrance rates which can be adjusted from time to time consistent with those paid in private employment, and with fairly definite ranges of increase for satisfactory service to a maximum for the place. This was the purpose of chapter 228 of the General Acts of the year 1918, which, by the recent action of the Council approving the specifications prepared by the Supervisor of Administration, makes possible a valuation of the different positions in the State service.

The unprecedented high prices of commodities is also reflected in the request for appropriations. This is a subject which should be given very careful attention. The change from war conditions to those of peace is expected to result eventually in falling prices. Tendencies in this direction have been noted, but no material reductions have as yet been obtained.

The requests of the Metropolitan Park Commission and Metropolitan Water and Sewerage Board are included in the summary of financial statements, together with recommendations by the Supervisor of Administration.

#### DEFICIENCIES.

No deficiencies in appropriations of 1918 requiring appropriations this year have been reported.

#### CAPITAL OUTLAY.

The proposals for new construction and capital outlay amount to \$3,981,970.45. A large part of this sum is made up of requests filed long after October 15, the statutory date for filing estimates. The Supervisor of Administration is unable at this time to recommend a number of projects, and others are receiving further study. Should it appear desirable, these will be included in a supplemental budget.

#### INTEREST ON THE PUBLIC DEBT AND SINKING FUND AND SERIAL BOND REQUIREMENTS.

Interest requirements of \$2,042,000, and sinking fund and serial bond requirements of \$1,696,353.44, or \$3,738,353.44, is the tribute we must pay this year to former administrations in their having put off the date of settlement with the tax collector. The State net direct debt of Dec. 1, 1918, shows a decrease for the past year of \$1,600,449.01. The Legislature of 1918 found it possible to finance the needs of the State from current revenues except in the case of a war emergency loan (General Acts, chapter 278) of \$1,000,000, which was available only during the recess of the General Court, and from which less than \$250,000 was ex-

pending. On December 1 there were balances of loans authorized and unissued for State-wide purposes of the following amounts:—

Abolition of grade crossings (1906, 463), . . . . .	\$2,000,000
Armory loan, . . . . .	2,000
Improvement of Merrimack River (1914, 691), . . . . .	1,000,000
Improvement of Taunton River (1914, 716), . . . . .	100,000
Massachusetts war emergency loan of 1918, . . . . .	1,000,000
Massachusetts war loan of 1898, . . . . .	260,000
Soldiers' gratuity loan of 1913, . . . . .	195,000
Western Massachusetts highway loan of 1915, . . . . .	500,000
	<hr/>
	\$5,057,000

For metropolitan district purposes on December 1, 1918, there was authorized but unissued a total of \$599,500.

During 1918 the following bonds authorized by acts of previous Legislatures were issued as a part of the direct debt of the Commonwealth:—

Armory loan, . . . . .	\$37,000
Development of port of Boston loan, . . . . .	1,000,000
Harbor improvement loan, . . . . .	75,000
Metropolitan parks loan, boulevards, . . . . .	4,000
Western highway loan, . . . . .	500,000
	<hr/>
	\$1,616,000

Nothing is better than the "pay as you go" policy, and it is hoped the Legislature of 1919 will find it expedient to finance their obligations for all normal requirements without recourse to loans, as it is clear we should avail ourselves of the right to borrow only for such extraordinary purposes as cannot be expected to recur in similar form for many years.

#### OTHER PROJECTS AND UNDERTAKINGS.

Estimates have been filed for new projects and undertakings of \$314,586.68, to which must be added all sums due to the reconstruction or transition period, which you may after mature deliberation consider worthy of enactment. In this field I may later find it desirable to make specific recommendations.

## REVENUES.

The estimates for revenue submitted by the Auditor of the Commonwealth appear to be very conservative. Twenty-five per cent of the sums collected by the cities and towns for the sale of intoxicating liquors, amounting to \$794,235.61, was received into the treasury during the year 1918. No receipt from this source is included in the estimated revenue for this year.

Three general acts were passed in 1918, continuing in force for one year from January 1, 1918, levying additional taxes to meet extraordinary expenses due to the war. The sums received into the treasury thereunder are as follows: —

Income from certain forms of intangible property and	
from trades and professions (General Acts, 252), . . .	\$1,237,057 32
Net incomes of foreign corporations (General Acts, 253), . .	447,696 96
Net incomes of domestic corporations (General Acts, 255), . . . . .	2,718,200 75
<hr/>	
Total, . . . . .	\$4,402,955 03

## STATE TAX.

The summary tables are made up with a tentative figure of \$11,000,000 for the State tax. This sum should be a maximum, and I urge you to practice economy to such an extent that after all proper and reasonable provisions have been made for works of reconstruction and assimilation of the soldier into civil life, the tentative amount for the State tax may be reduced.

For detail of budget recommendations see House, No. 1413, 1919.  
For legislation see Special Acts, 1919, chapter 153.

## MESSAGE RELATIVE TO WELCOMING RETURNING SOLDIERS.

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EXECUTIVE DEPARTMENT, BOSTON, January 9, 1919.

*To the Honorable Senate and House of Representatives.*

In order that Massachusetts may properly welcome her returning soldiers, it is necessary that some appropriation be made in advance of the general budget. There is nothing that the Commonwealth can do which will exceed the debt of gratitude due to the men who have maintained by their service and their sacrifice the ideals on which our institutions are founded. Their home-coming should show the desire of our people to welcome them not merely with a proper display but by giving them real material assistance in reaching their destination and taking up again the burdens of civil life.

There has been appointed a committee to welcome the returning soldiers, sailors and marines to Massachusetts. Two thousand dollars has already been appropriated by the Governor and Council before the beginning of the present session of the General Court. As the money at the disposal of the Governor and Council was in theory at least to be used in emergencies that might arise when the General Court was not in session, it seems best that application should be made to the General Court for any further expenditures.

It is also desirable that there be at the disposal of the State Department of Health means for protecting the public in the present emergency.

I therefore recommend that an appropriation be made before final action on the general appropriation bill for the use of that committee, for the preservation of the public health, and for meeting any emergency that may arise as a result of the present condition of war.

For legislation see Special Acts, 1919, chapter 1.



**LETTER TO THE MEMBERS OF THE LOCAL DRAFT  
EXEMPTION BOARDS RELATIVE TO ASSISTANCE  
IN THE EMPLOYING OF MEN RETURNED FROM  
SERVICE.**

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EXECUTIVE DEPARTMENT, BOSTON, January 10, 1919.

*To the Members of the Local Exemption Board.*

The question of employing men returned from service is very urgent. I feel sure every former employer will take men back to their old positions. I realize fully the sacrifices you have made in carrying on your work, but I feel that a little additional work will be of the utmost importance to those to whom we owe so much.

Will you not send to my office the names as they appear in your questionnaires, of the men who have been in the service, with the name of their last employer as they gave it? General Crowder gave me authority to request that you volunteer this service.

Very truly yours,

**CALVIN COOLIDGE.**

These lists were, after their first use, deposited in the Adjutant-General's office at the State House.

## STATEMENT URGING PUBLIC BUILDING AND COURAGE IN BUSINESS ACTIVITY.

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January 13, 1919.

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Men entrusted with the grave responsibility of managing the business affairs of Massachusetts are now called on to decide whether they will continue as usual their activities as far as possible or wait to see if there is a decline in prices. No doubt there will be a decline in some directions. The public question is how best to proceed now for the general welfare. It seems clear that a gradual decline would be preferable to a perpendicular fall in prices. It should be remembered that prices of labor and materials are all relative. When once adjusted the amount is not of great importance. There are two things to do. One is to wait. The other is to go on with business activity. If everybody waits there no doubt will be a perpendicular fall with attending want, distress and calamity. If people will go ahead with business, while there may be a gradual decline, it can be borne with the least inconvenience. It is my strong belief that this is the line of duty. There have been high wages, but also large profits in the past months. I realize that business is and ought to be conducted for profit. Still there is not only the duty but the expediency of keeping the working force, the organization, in dull times. We have all worked together to win the war. Let us all work together to enjoy the blessings of peace. The working people of Massachusetts, her most valuable possession, must be considered and they must be maintained.

Instead of being the sport of chance, Massachusetts ought to be the master of destiny. Instead of waiting, we should act. Government has released raw materials, labor and transportation. There is plenty of money which makes

a demand for merchandise. There ought to be no lack of a disposition to act, no lack of enterprise.

The question is where to begin. A committee working with our Board of Labor and Industries suggests the revival of building.

This industry has been at a standstill for the past two years. It is in its nature basic. A contract for any kind of building at once makes the opportunity for other contracts for steel, cement, bricks, lumber, plumbing, steam heating, electrical equipment and all other materials required in construction. This would mean the employment of large numbers of people in various factories manufacturing these materials.

In this the various agencies of government ought to take the lead. It is therefore urged that all the departments in the Commonwealth, counties, cities and towns should start the foundations at least for schoolhouses, hospitals, libraries, police and fire department headquarters, bridges and other public buildings. There are many of these operations partially completed and many others for which plans have been drawn and money appropriated. If public construction begins, private construction will soon follow as the increase in population requires more housing facilities. I am advised by competent builders that labor costs in this industry do not vary materially from what they have been in the past few years.

Public sentiment ought to urge on Congress immediate action in adjusting war contracts and paying the contractors and others money due them so that this capital may be utilized in carrying on private enterprises. The amount so due is estimated at almost two billions of dollars. There is also much construction work on the railroads of New England which the roads themselves and the national government should be urged to begin at once. It will be of great help to industry to have the tax bill now pending before Congress acted upon. Of course shipping to South America, the far East and Africa would be helpful.

The material resources of the community must be used for the benefit of the people of the community. Such use

is the only thing that gives them value and the only warrant for their existence. Unless this is done by private enterprise it will have to be done through the taxing power and otherwise for the purpose of relieving the suffering caused by unemployment. Every facility is at hand for an era of great prosperity. What is needed is the courage to act. In the exhibition of that courage the government agencies must take the lead.

## STATEMENT RELATIVE TO EMPLOYMENT OF WORKERS AND RESUMPTION OF MILLING ACTIVITIES.

January 14, 1919.

Acting on the suggestion of a responsible committee which called on me, I am asking Mark Temple Dowling, President of the Boston Real Estate Exchange; Arthur M. Huddell, Vice-President of the International Union of Steam Engineers; Stuart W. Webb, a Vice-President of the Old Colony Trust Company; William F. Kearns, contractor and builder; and Edwin S. Webster of the engineering firm of Stone and Webster, to consider and determine upon methods and policies to be employed in a practical program for sustaining and establishing business throughout the Commonwealth upon a normal basis, especially in bringing about a renewal of the building activities which have been at a standstill during the war.

The State Board of Labor and Industries is requested to furnish, and co-operate with the committee in securing, such information as will be helpful by —

(a) A canvass of the departments of the State government, and of the counties, cities and towns, with regard to public works;

(b) A canvass of the financial institutions and corporations, firms and individuals, with regard to the desirability of starting building operations at the present time;

(c) A canvass of organized and unorganized labor, with regard to the possibilities not only of providing labor in the building trades but also of conducting a propaganda for the wage earner to own his own home;

(d) A canvass of the architects and contractors so as to enlist their active co-operation in a properly co-ordinated plan;

(e) A canvass of the chambers of commerce and civic organizations through the State, to bring about their active co-operation;

and to pursue any other lines which further study by the committee develops as worth-while possibilities in stimulating building or any other line of industry.

**LETTER TO THE AGENTS OF COUNTY FARM BUREAUS RELATIVE TO EMPLOYMENT OF SOLDIERS, SAILORS AND MARINES ON FARMS AND WOODLANDS.**

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**January 22, 1919.**

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In order to furnish employment for as many soldiers, sailors and marines as possible who may desire to work on farms and woodlands during the coming months, I wish that your bureau would immediately prepare a census of the approximate number of men that farmers in your county would be likely to require for their spring and summer operations, and also for their immediate work.

Kindly let me know the result of your canvass, but please hold the original records in your bureau for such further use as may be deemed expedient.

I would deeply appreciate your co-operation in this important work.

Very truly yours,

**CALVIN COOLIDGE.**

**STATEMENT RELATIVE TO ASSISTING DISCHARGED  
SOLDIERS, SAILORS AND MARINES IN SECURING  
EMPLOYMENT.**

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**February 5, 1919.**

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*To Employers of Labor in Massachusetts.*

The return to industry of the men who have been in the military and naval service of the United States is a matter of immediate concern to the public. It affects not only the personal welfare of the soldiers, but to fully as great an extent the interests of all our people. These men have had no opportunity to accumulate even the smallest of reserve funds. As they return, most of them are in need of immediate employment. Although their services have entitled them to special consideration, they ask only opportunity to return to normal occupations.

I desire to commend most highly the manner in which the employers of the Commonwealth have responded to my earnest representations as to the duty of taking back into their former positions any and all men who left employment for the military or naval service. There seems to be no question in the mind of the employer as to the man's right to reinstatement.

The duty of assisting discharged soldiers, sailors and marines in securing employment has been assigned to the United States Employment Service in co-operation with State and local public safety committees and with the leading welfare organizations; especially those which have concerned themselves with the welfare of the soldier. A special bureau, maintained by these organizations, is being organized in every city and town in the Commonwealth, but no bureaus can create opportunities for employment. They must have the active co-operation of employers.

I take this occasion to commend and again to call upon employers for their fullest co-operation. I urge them to take back into their concerns every former employee and to give preference, when filling other vacancies, to discharged soldiers and sailors recommended by the United States Employment Service, or the bureau for returning soldiers, sailors and marines.

The Federal and State governments are taking active measures to bring together employers and men who are looking for jobs. Only the continued co-operation of employers is needed to effect the return of all our soldiers, sailors and marines to normal industry without economic disturbance.



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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Out of the strife of Europe is emerging the cherished hope of Poland. With those brave people, undaunted by generations of oppression, maintaining a national unity against the efforts of a triple despotism, the spirit of America has a peculiar sympathy. Theirs is no passing fancy, no transient effort for liberty. Contemporaneous with Washington and Franklin, with Burke and Chatham, and with Lafayette and Mirabeau are Kosciusko and Pulaski. By the Polish blood shed for our own liberty in the past, by the strength which millions of Poles contribute to the character of our citizenship in the present, they have earned the right to our recognition and support. To their efforts for a reunited country, for a free government, for an ordered liberty under the self-sacrificing leadership of their patriot Paderewski, the people of Massachusetts desire to give their full and substantial approbation. Believing in the justice of their cause, mindful of our own obligations, I urge that the people of the Commonwealth observe Sunday, January 26, as

### **Polish Day**

with the ceremony befitting the triumph of a people redeemed from despotism.



Given at the Executive Chamber, in Boston, this seventeenth day of January, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-third.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

---

### **A PROCLAMATION.**

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Fivescore and ten years ago that divine Providence, which infinite repetition has made only the more a miracle, sent into the world a new life, destined to save a nation. No star, no sign, foretold his coming. About his cradle all was poor and mean save only the source of all great men, the love of a wonderful woman. When she faded away in his tender years, from her death bed in humble poverty she dowered her son with greatness. There can be no proper observance of a birthday which forgets the mother. Into his origin as into his life men long have looked and wondered. In wisdom great, but in humility greater, in justice strong, but in compassion stronger, he became a leader of men by being a follower of the truth. He overcame evil with good. His presence filled the nation. He broke the might of oppression. He restored a race to its birthright. His mortal frame has vanished, but his spirit increases with the increasing years, the richest legacy of the greatest century.

Men show by what they worship what they are. It is no accident that before the great example of American manhood our people stand with respect and reverence. And in accordance with this sentiment our laws have provided for a formal recognition of the birthday of Abraham

Lincoln, for in him is revealed our ideal, the hope of our country fulfilled.

Now, therefore, by the authority of Massachusetts, the twelfth day of February is set apart as

### Lincoln Day

and its observance recommended as befits the beneficiaries of his life and the admirers of his character, in places of education and worship wherever our people meet one with another.



Given at the Executive Chamber, in Boston, this thirtieth day of January, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-third.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

**STATEMENT RELATIVE TO PEACE CONFERENCE.**

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**February 13, 1919.**

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Of course I am not sufficiently familiar with the facts to discuss the details of the peace conference, but it seems to me fundamental that France must be left as a result of the peace treaty in a position strong enough to be able successfully to resist any possible aggression from Germany in the future. This is not primarily for the purpose of protecting France and the French people, but is for the purpose of protecting America. So far as Germany is concerned France has been the American outpost, and from her geographical location will continue to be the outpost of the civilization which we have fought to maintain.

## ADDRESS OF WELCOME TO THE GOVERNORS OF THE NEW ENGLAND STATES.

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February 14, 1919.

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It is a great satisfaction for the Commonwealth of Massachusetts to extend its welcome to the Governors of the other New England States. We honor Connecticut because it was the home of Thomas Hooker, said to have been one of the authors of the New England town meeting. Rhode Island reminds us that early in our history there were advocates of order and of liberty in all things who were willing to make sacrifices for their principles. New Hampshire and Massachusetts grew up together, aiding and supporting each other for almost three hundred years. The great State of Maine was once a part of the Commonwealth, and one of her distinguished citizens was prominent in co-operation with Massachusetts men as long ago as the capture of Louisburg. Vermont was long an outpost of the settlers of Massachusetts, and was the first State to join the Union of the Colonies.

But I welcome you here to-day also as representatives of different States whose sons have joined with the sons of Massachusetts in the support of the United States government, in the defence of our common territory, and in the perpetuation of our rights and liberties. We meet to consider what suitable reception shall be accorded to these brave men when they are returned to their country, who, representing what is right, have represented us through the toil and danger of the most barbarous warfare ever waged by mankind.

I therefore welcome you all to a consideration of what is befitting in the way of public celebration when these men return to us with their wealth of honor and achievement.

The conference was held in the Council Chamber, State House, and was called for the purpose of arranging for a suitable reception to the New England soldiers, sailors and marines.

For further information see newspapers of February 14 and 15, and April 24, 25 and 26, 1919.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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On Monday, February 24, there will be extended to the President, on his visit here, the hospitality of the city of Boston and the Commonwealth of Massachusetts. He comes here as President of our great Nation, as Commander-in-Chief in a war prosecuted to victory, as representative of America at the most important conference of nations ever assembled to discuss the peace of the world. He comes to a city and Commonwealth that have loyally supported his efforts to prosecute the war, that are eager to pay to him the tribute of respect and honor that are due to the position he holds. He is returning from one of the most notable of journeys. He is landing first on our historic soil. We look with great expectancy to the message he brings. To show our deep appreciation of his presence, I suggest that business be suspended for a period while he is here, that flags be displayed, and every proper observance made by such action as may be appropriate on behalf of all of our citizens.





Given at the Executive Chamber, in Boston,  
this twenty-first day of February, in the year  
of Our Lord one thousand nine hundred and  
nineteen, and of the Independence of the United  
States of America the one hundred and forty-  
third.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## ADDRESS OF WELCOME TO THE PRESIDENT OF THE UNITED STATES.

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Mechanics Hall, Boston, February 24, 1919.

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MR. CHAIRMAN, MR. PRESIDENT, LADIES AND GENTLEMEN: — The action of my fellow citizens has outrun any words of mine in extending a welcome and a greeting to the guest of this afternoon — the President and the Commander-in-Chief of the forces of the United States of America. But Massachusetts has a right to extend a welcome, a right that it has earned, a right that is represented by 200,000 of its men who have gone into the service of the Nation, a right that is represented by the support of untold millions of its treasure that it has given to support the cause, and in behalf of that right we extend to you, Mr. President, the greetings of the Commonwealth of Massachusetts.

We have observed with the utmost interest the reception that has been given to the President in Great Britain, in France, in Italy, wherever his travels have taken him, a reception the like of which was never before accorded to an American citizen; and we feel it a mark of especial honor that, returning from all those triumphs, he first sets foot on the historic soil of Massachusetts.

We welcome him here to the great inspiration of her history — to Plymouth Rock, to Bunker Hill, to liberty under the law, and all that he has been trying to accomplish during the past two years of war and through the past months in which he has been sitting at the council table of the nations.

We welcome him here to the headquarters of the Twenty-Sixth Division. We welcome him here in the presence of the gallant commander of that division, Major-General

Edwards, and may I assist you, Mr. Mayor, in welcoming him to the home city of Colonel Logan.

We have welcomed him with a reception more marked even than that which was accorded to General George Washington, more united than could have been given at any time of his life to President Abraham Lincoln.

We welcome him as the representative of a great people, as a great statesman, as one to whom we have entrusted our destinies and one whom we surely will support in the future in the working out of those destinies, as Massachusetts has supported him in the past.

The President arrived from Europe on the "George Washington." Governor Coolidge went down the harbor on the "Ossipee," visited the President on the transport, and came up the harbor with him on the "Ossipee," afterwards riding in a parade with the President through the streets of Boston.

For further information see newspapers of February 23, 24 and 25, 1919.

## MESSAGE RELATIVE TO PREFERENCE IN THE CIVIL SERVICE TO VETERANS.

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EXECUTIVE DEPARTMENT, BOSTON, February 27, 1919.

*To the Honorable Senate and House of Representatives.*

It has been a long-established policy of this Commonwealth to give a preference in the civil service to those who have served our country in time of war. Everybody is desirous of recognizing this principle, but there is considerable difficulty in drawing a bill which will meet the requirements of safeguarding the public service while giving a preference to veterans. I have had prepared a bill which it is hoped will meet these requirements, which is herewith submitted. It is desirable that proper action should be embodied in one piece of legislation to meet the requirements of the present and the future, and take care of the veterans of all our wars.

I earnestly recommend that legislation in accordance with this bill be passed, in order to give such preference as is required to veterans who may hereafter seek to enter the public service in this Commonwealth.

For legislation see General Acts, 1919, chapter 150.

## ADDRESS ON PRODUCTIVE EMPLOYMENT FOR RETURNING SERVICE MEN AND READJUSTMENT OF EMPLOYMENT IN WAR INDUSTRIES.

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Delivered as Presiding Officer at the Conference of Governors and Mayors with President Wilson, East Room, White House, Washington, Tuesday, March 4, 1919.

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There are two questions for our consideration at the present time. One is the placing of returning soldiers in productive employment, and the other is the readjustment of those who have been engaged in war industries to the industries of peace. So far as we can discover, there is no very great difficulty as yet in Massachusetts in relation to returning soldiers. More than 90 per cent take care of themselves; and of the 10 per cent who apply for situations many are placed, the only difficulty being with those who have been engaged in building industries, unskilled and office help. The readjustment may be expected to be more difficult, but up to the present time there is no indication that it is working any very great hardship. This is indicated by the advertisements for help and situations wanted. One of the large Boston papers in 1918, for the months of January and February, had 20,723 advertisements for help, and in 1919 for the same period had 22,726. This is an increase of 10 per cent in the number of people who are seeking to employ labor. The number of situations wanted on one Sunday in February, 1918, was 1,115, and in 1919 was 1,050. This indicates a larger call for help and a less call for situations than one year ago. A New York paper shows that help-wanted advertisements in January, 1918, numbered 85,383, and in 1919, 101,086. In February, 1918, they numbered 92,588, and in 1919, 99,822. Our factories are running on short time, but are keeping in their em-

ployment substantially all of their people. The retail trade is extremely good, indicating no lack of money to buy what the people desire. The building trade is yet at a standstill. Massachusetts is planning to spend on building construction \$1,600,000, and on highway construction \$2,800,000, making a total of \$4,400,000. There is in addition to this other building under investigation to the amount of about a million and a half.

The question before us is what to do to start business generally on a peace basis. Of course the first thing to do is to make peace with those with whom we have been at war. Everything is waiting for that. There are other questions pending. One of the things that would be helpful is an immediate and generous settlement of all war claims, both formal and informal contracts. Hundreds of millions are tied up awaiting such settlements. The question of the price of food is one that is fundamental. This depends upon the price of wheat. It is my strong belief that the government should withdraw from any attempt at fixing prices, and let business operate according to the laws of supply and demand so far as domestic commerce is concerned. There ought to be protection from unreasonable foreign competition. If this were to apply to the wheat situation, the price of that food product would be lowered, the price of other cereals would be correspondingly lower, and the price of meat and poultry would go in the same direction. Not merely for the purpose of lowering prices should this be done, but in order that business may understand that all prices are on a natural and not an artificial basis. Until our business does understand this it cannot go forward. This is not to be viewed from a point of local prejudice but as a national question, the decision of which will work by action and reaction for the benefit of all the people of the Nation.

Just as soon as these fundamental difficulties are adjusted there is more likely to be a scarcity of labor than an oversupply of it. In the first place, we are to have in the army and navy nearly half a million men. Our casualty list will take at least 100,000 through death and disability. The

loss from the epidemic which has been raging in our country is not yet known, but runs into the hundreds of thousands. Before the war we had an immigration each year of from 1,200,000 to nearly 2,000,000. The last four years this has dropped down to a very small figure. There will be as a result of the war a great shortage of man power abroad. There was never so much work to be done in the world as at the present time. There was never so much money in America. Where there is power to purchase there will be a demand to be supplied. The only thing that is lacking is an organization of our industries to produce and to supply the market, and a conviction that prices and conditions are on a natural and not an artificial basis.

If the commerce and industry of the country is to conduct itself rather than to be conducted by the government, it is time for it to begin such operation at once. It is time for it to assert itself and to display that courage and enterprise which has been the basis of our wonderful development. It must be under government control or under its own control. It cannot have two masters. The sooner it asserts its independence, the sooner we shall start again on a normal basis for prosperity.

For further information see records in Department of the Interior and the Department of Labor, Washington, D. C.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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At the close of a war fought to determine whether the symbol of civilization should hereafter be slavery, the weak serving the strong, or service, the strong serving the weak; when it has been determined that "men should live by reason and not by might alone," it is fitting that the humane sentiment of mankind should be given expression and form by thought and action for the protection and comfort of their best friends and natural comrades, the dog, the horse, the beast of burden, and their kind in the animal world. This is not a matter of sentimentality. Men become perfect themselves by the perfection of the objects about them. That foremost admonition, given in Eden, that the earth should be replenished and subdued, was not given to the last creation of Great Nature as a penance, but to point out the way to a more abundant life.

In recognition, then, of the kindness which present fortune has brought to man, of the obligation laid by divine sanction, of the law of all progress toward perfection, and of the cherished sentiment which inspires all humane actions; in the name of the Commonwealth of Massachusetts the week of April 21 to 27 is hereby set apart and dedicated as

### **Be Kind to Animals Week**

and its observance directed by increased thought and care for the beasts of the field and the birds of the air which minister without ceasing to our common welfare.





Given at the Executive Chamber, in Boston,  
this tenth day of March, in the year of our Lord  
one thousand nine hundred and nineteen, and  
of the Independence of the United States of  
America the one hundred and forty-third.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## MESSAGE RELATIVE TO A PARADE FOR THE TWENTY-SIXTH DIVISION.

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EXECUTIVE DEPARTMENT, BOSTON, March 17, 1919.

*To the Honorable Senate and House of Representatives.*

As already announced, the War Department, in co-operation with the Commonwealth and the city, is planning a parade for the Twenty-sixth Division some time in April. This division is made up in part of the National Guard of Massachusetts and in part of the National Guard of the other New England States, so that the event will be observed by the presence of the Governors of all New England and probably by some members of the Cabinet whom I have invited.

This will be the greatest military parade and the greatest celebration that has taken place in Boston in connection with the present war. It is expected to continue through several days. The men are to be housed at the South Boston Terminal Warehouse. Large grand-stands will have to be erected for the accommodation of families of the soldiers and of visiting delegations from States, cities and towns. It is estimated that bringing this division here for this purpose will involve an expenditure by the War Department of more than a million dollars.

In consideration of the importance of the occasion and the pride which our whole Nation has in the achievements of the Twenty-sixth Division, and because this celebration is to be in part representative of our desire to do honor to the almost 200,000 soldiers, sailors and marines who have borne for us the burden of the war, I earnestly urge that a generous appropriation be made to carry out the plans of the joint committee of the General Court and of the citizens, in anticipation of action on the general budget. In order that arrangements may be made with the least expense, it is necessary that the appropriation be available at once.

For legislation see Special Acts, 1919, chapter 119.

## AS PRESIDING OFFICER ON THE OCCASION OF THE LODGE-LOWELL LEAGUE OF NATIONS DISCUSSION.

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Symphony Hall, Boston, March 19, 1919.

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We meet here as representatives of a great people to listen to the discussion of a great question by great men. All America has but one desire, the security of the peace by facts and by parchment which her brave sons have wrought by the sword. It is a duty we owe alike to the living and the dead.

Fortunate is Massachusetts that she has among her sons two men so eminently trained for the task of our enlightenment, a senior Senator of the Commonwealth and the President of a university established in her Constitution. Wherever statesmen gather, wherever men love letters, this day's discussion will be read and pondered. Of these great men in learning and experience, wise in the science and practice of government, the first to address you is a Senator distinguished at home and famous everywhere, — Henry Cabot Lodge.

### INTRODUCING PRESIDENT LOWELL.

The next to address you is the President of Harvard University, — an educator renowned throughout the world, a learned student of statesmanship, endowed with a wisdom which has made him a leader of men, truly a master of arts, eminently a doctor of laws, a fitting representative of the Massachusetts domain of letters, — Abbott Lawrence Lowell.

Discussion between United States Senator Henry Cabot Lodge against the League of Nations, and Abbott Lawrence Lowell, President of Harvard University, for the League of Nations.

For further information see newspapers of March 19 and 20, 1919, and printed speeches by the Ginn Peace Foundation and "The Boston Transcript."

## STATEMENT RELATIVE TO THE LODGE-LOWELL LEAGUE OF NATIONS DISCUSSION.

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March 20, 1919.

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The question of what a League of Nations ought to undertake and what it ought not to undertake was never more clearly presented than in the discussion between Senator Lodge and President Lowell. The outstanding feature of the whole situation is that there seems to be very little disagreement. It was probably significant that the proposal of Mr. Lowell was for a joint debate on "whether or not the substance of the provisions of this covenant should be ratified by the United States," and Mr. Lodge replied that he had "arranged for a public discussion of the plan for a League of Nations agreed upon by the commission of the Peace Conference." This is interesting as indicating, as President Lowell set out also with great clearness in his speech, that he is in favor of the principle but not of the particulars provided for in the present draft of the League, and that Senator Lodge is opposed to the particulars, as set out in his speech also, but not opposed to a League for peace purposes.

It was my judgment that the audience agreed with the position of both the speakers, aside from a certain degree of partisanship which would influence one part of the audience one way and another part another way. The absence of anything like partisanship was a strong feature of the discussion, and no one could have heard these two eminent sons of Massachusetts without feeling that neither one was seeking a partisan advantage or swayed by any motive other than a sincere and deeply patriotic desire to promote the well-being of his country. Each recognized that no Nation liveth unto itself alone, but that there is a responsi-

bility reaching beyond the geographical borders which cannot be avoided, which must be faced, and the burden of which must be borne.

The practical accomplishment, aside from the information derived from the discussion, was the assurance given by Senator Lodge to the questions of President Lowell, that he would gladly support a treaty for a League of Nations which was properly drawn, and his assurance that if the opportunity were given for him to act in his official capacity as a United States Senator, he would propose amendments to the present document so as to make it meet with his approval.

## MESSAGE RELATIVE TO THE EUROPEAN CORN-BORER.

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EXECUTIVE DEPARTMENT, BOSTON, March 21, 1919.

*To the Honorable Senate and House of Representatives.*

There is pending in the general appropriation bill legislation granting money for the extermination of the European corn-borer. It had been expected that there would be money provided for this purpose by the national government. Through lack of time no legislation was enacted on this subject. There is grave danger that an embargo on the export of all agricultural products of the Commonwealth into neighboring territory will be placed by the national government unless proper action is taken by the Commonwealth.

Being advised that on account of the early spring it is necessary to undertake this work immediately, and also having in mind the opportunity it will afford for employment for returning soldiers, sailors and marines, it is recommended that an appropriation be made for this work of extermination before final action on the general appropriation bill.

For legislation see Special Acts, 1919, chapter 135.

## COMMUNICATION RELATIVE TO PROPER CARE OF RETURNING SOLDIERS.

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EXECUTIVE DEPARTMENT, BOSTON, March 25, 1919.

Adjutant-General JESSE F. STEVENS, *State House, Boston.*

MY DEAR COLONEL STEVENS: — The Twenty-sixth Division, containing probably the largest number of men to be demobilized in this Commonwealth at one time, will soon be back with us in Massachusetts. Various relief organizations have been established to look out for the welfare of a large number of the men, and they are doing excellent work. They are also planning to take care of the men who are to be released and again return to private life. It may be, however, that there will be some soldiers who will not obtain this assistance for the reason that they are not in touch with these organizations. There will probably not be many, but to the end that none of the boys returning will undergo discomfort and hardships I suggest that you immediately get in communication with the custodians of the various armories throughout the State and make such arrangements as will provide sleeping places and provision for food if necessary for any soldiers who may be in need of these things. This work if necessary can be carried on in conjunction with the local relief committees, and by so doing we can prevent suffering of any returning soldiers.

For further information see files in Adjutant-General's office, State House, Boston.

**STATEMENT RELATIVE TO THE NINETY-EIGHTH  
ANNIVERSARY OF THE ESTABLISHMENT OF  
GREECE.**

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**March 27, 1919.**

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*To the People of Massachusetts.*

April 7 will represent the ninety-eighth anniversary of the establishment of Greece as an independent Nation. It is fitting and highly proper that we who have received so much in letters, in art and in architecture from this ancient land should pay more than passing attention to the event. We have been enriched by the many citizens of Greek parentage who have made our Commonwealth their permanent home.

There is a provision in our law that prohibits the flying of a flag of a foreign Nation upon public buildings except upon the occasion of a visit from a representative of that Nation who is a guest of our Nation or of this State. But there is no provision against the flying of flags by private citizens, and I urge generally that upon this day the flag of the Greek Nation be flown in conjunction with the American flag, to the end that our thoughts may be directed toward the friendliness of Greece and the vast debt we owe to that land for the treasures that have come to us from the past. Wherever people gather on that day, I suggest the setting aside of a period to do homage to Greece as a Nation, and to her people who have endowed the world with so many blessings.



**MESSAGE VETOING A BILL TO AUTHORIZE THE  
CITY OF BOSTON TO RAISE MONEY FOR THE  
IMPROVEMENT OF EAST BOSTON FERRY  
SERVICE.**

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EXECUTIVE DEPARTMENT, BOSTON, March 31, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "authorizing the city of Boston to raise money for the improvement of East Boston ferry service," which is Senate, No. 155, is herewith returned without approval.

This is a time for the application of economy in the ordinary and established public expenditures. The taxpayer is already overburdened. This does not mean that the functions of government should stop, but it does mean that they should proceed in the regular and orderly way, and that those who are responsible for expenditures should make them without outside interference.

The very laudable desire which prompted this bill is perfectly apparent. It is, however, a matter entirely within the province of the authorities of the city of Boston. It does not appear that the city has requested or supported this measure, and there is no more reason why direction should be given to the city of Boston regarding the equipment and operation of its ferry service than there is of its highways, schools, lights or other public works. This measure does not come within the permanent policy that directs the raising of a certain sum each year for the support of certain municipal departments.

There are no doubt other objects as much in need of additional outlay as the ferry service. Such objects should be considered as a whole, if at all, on the application and with the support of the city of Boston for an increase of the tax

limit. This is clearly a service which the city is bound to provide, and differs in no way from other required expenditures which should be made within the tax limit. While this may be a reason for raising the tax limit, it is certainly no reason for making expenditure outside of it. While in terms this is an enabling act, the form is the same as all authorizations for increasing tax limits, and is in effect compulsory.

**STATEMENT RELATIVE TO CELEBRATING THE  
HOME-COMING OF THE MASSACHUSETTS  
COLORED SOLDIERS.**

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**April 1, 1919.**

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*To the People of Massachusetts.*

On Thursday, April 3, Massachusetts will celebrate in Boston the home-coming of the Massachusetts colored soldiers who have so valiantly upheld the traditions of the Bay State across the seas. Our State is proud of her soldiers, and a whole-hearted welcome awaits them all. These colored soldiers have again demonstrated their love for the Nation and their willingness to sacrifice their lives in order that our institutions may endure. On this day set aside for their welcome, I have requested that the flags be displayed upon our public buildings, and I earnestly request that they be flown generally from private dwellings and from business houses, to the end that Massachusetts may show her appreciation of the services these men have so unselfishly rendered.

For further information see newspapers April 1 and 2, 1919.

## STATEMENT RELATIVE TO THE RETURN OF PART OF THE TWENTY-SIXTH DIVISION ON THE STEAMSHIP "MOUNT VERNON."

April 4, 1919.

It was an inspiring sight to see the huge transport covered with thousands of cheering American soldiers come steaming up the bay. It stirred all our hearts to see these gallant boys returning to us. It makes us think that, after all, the support which we have given our soldiers was but a little thing compared with the sacrifices which they have made. I was particularly impressed with the wonderful physical condition of the men. It seemed to be splendid and their spirits were high. While they were unmistakably pleased beyond all expression to be back to their own country, their welcome back was just as intense. I could but think that there was returning to us a great strength of American citizenship that will now help us to take up the burdens of our civilization, and reconstruct and reinforce our institutions, that peace may have its victory no less than war.

Governor Coolidge welcomed, in addition to those arriving on the "Mount Vernon" many arriving on other boats. On April 10, 1919, he went down Boston Harbor before sunrise, took breakfast on the boat, and came up to the dock with the soldiers on the "Mongolia."

Massachusetts soldiers debarked at the ports of New York, Hoboken, N. J., Charleston, S. C., and Newport News, Va., on many different boats. The following boats carrying Massachusetts soldiers debarked at the Port of Boston: —

TRANSPORTS.	Date of Debarka- tion.
Agamemnon, . . . . .	April 8, 1919.
America, . . . . .	April 6, 1919.
Bohemia, . . . . .	July 15, 1919.
Calamares, . . . . .	June 13, 1919.
Canada, . . . . .	January 21, 1919.
Canandaigua, . . . . .	May 3, 1919.

TRANSPORTS.	Date of Debar- tion.
Canopic, . . . . .	December 11, 1918.
Dakotan, . . . . .	April 27, 1919.
Finland, . . . . .	June 30, 1919.
Georgia, . . . . .	May 12, 1919.
Huntington, . . . . .	July 5, 1919.
Edgar F. Luckenbach, . . . . .	June 8, 1919.
F. J. Luckenbach, . . . . .	May 14, 1919.
Melita, . . . . .	January 22, 1919.
Minnesotan, . . . . .	June 29, 1919.
Mongolia, . . . . .	April 10, 1919.
Mongolia, . . . . .	June 7, 1919.
Mongolia, . . . . .	July 6, 1919.
Montana, . . . . .	May 16, 1919.
Mount Vernon, . . . . .	April 4, 1919.
Nebraska, . . . . .	March 10, 1919.
New Jersey, . . . . .	April 23, 1919.
New Jersey, . . . . .	June 7, 1919.
North Carolina, . . . . .	May 27, 1919.
Patricia, . . . . .	April 17, 1919.
President Grant, . . . . .	June 9, 1919.
President Grant, . . . . .	July 12, 1919.
Pretoria, . . . . .	April 28, 1919.
Rhode Island, . . . . .	May 19, 1919.
Santa Rosa, . . . . .	April 26, 1919.
Tolos, . . . . .	May 15, 1919.
Vedic, . . . . .	February 23, 1919.
Vedic, . . . . .	April 22, 1919.
Vedic, . . . . .	July 4, 1919.
Virginia, . . . . .	July 5, 1919.
West Durfee, . . . . .	April 19, 1919.
Westlake, . . . . .	March 12, 1919.
Wilhelmina, . . . . .	May 4, 1919.
Winifredian, . . . . .	April 18, 1919.
Winifredian, . . . . .	June 9, 1919.

The "Dakotan" carried the Fourteenth Engineers. The Twenty-sixth Division were debarked from the "Agamemnon," "America," "Mongolia," "Mount Vernon," "New Jersey," "Patricia" and the "Winifredian." The other boats brought soldiers coming from practically every state in the Union, but on each were at least a few Massachusetts soldiers. For further information see newspapers of these dates.

## **The Commonwealth of Massachusetts**

BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

### **A PROCLAMATION.**

By virtue of the authority and under the direction of the law of the Commonwealth of Massachusetts, which for humane, scientific and artistic reasons encourages the planting and growth of trees, shrubs and vines, both for the sake of the beauty they have in themselves and from the desire also to protect bird life which has need of foliage for its refuge, for the beautifying of our landscape and byways, and to direct attention to the value and desirability of the song birds, Saturday, the twenty-sixth day of April, is hereby set apart as

#### **Arbor and Bird Day.**

It is recommended that the Friday preceding be observed in the rural and suburban schools of the Commonwealth by exercises appropriate to the day, and that the occasion be observed and commemorated by the planting of trees, shrubs and vines wherever they may bring a beneficial influence to any part of our domain.



Given at the Executive Chamber, in Boston, this fifth day of April, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-third.

**CALVIN COOLIDGE.**

By His Excellency the Governor.

**ALBERT P. LANGTRY,**  
*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

**MESSAGE VETOING A BILL TO PROVIDE FOR  
THE WIDENING OF L STREET IN THE SOUTH  
BOSTON DISTRICT OF THE CITY OF BOSTON.**

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EXECUTIVE DEPARTMENT, BOSTON, April 7, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "to provide for the widening of L Street in the South Boston district of the city of Boston," which is House, No. 155, is herewith returned without approval.

This bill was neither requested nor supported by the government authorities of the city of Boston, who, having the responsibility for its financial condition, ought to have the privilege of originating and authorizing expenditures for the means of public travel without outside interference or direction.

There is ample authority already provided by law for the action directed by this bill. Therefore it is not necessary to consider the desirability of doing the work provided by this measure. The only reason why the city of Boston could ask for such legislation would be to seek authority to go outside the debt limit, which it is not proposed to give. The functions of the City Hall ought not to be performed by the State House.

**MESSAGE RECOMMENDING AMENDMENTS TO A  
BILL TO EXTEND THE TIME WITHIN WHICH  
THE COMMISSIONERS FOR CONSOLIDATING  
AND ARRANGING THE GENERAL LAWS OF  
THE COMMONWEALTH ARE REQUIRED TO  
MAKE THEIR FINAL REPORT.**

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EXECUTIVE DEPARTMENT, BOSTON, April 10, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a resolve "to extend the time within which the Commissioners for Consolidating and Arranging the General Laws of the Commonwealth are required to make their final report," which is Senate, No. 344, is herewith returned, with the recommendation that the resolve be amended by striking out in the fifth line, the words "first day of September" and inserting in place thereof "fifteenth day of October;" by striking out in the thirteenth line thereof the words "April first" and inserting in place thereof "May fifteenth;" and by striking out in the fifteenth line thereof the words "September first" and inserting in place thereof "October fifteenth."

This work is of great importance and cannot be hastily performed. It ought to be done expeditiously and ought to include the changes of the present year, especially as there are to be consolidations of the various departments. Independent investigations made by my request by the most competent judges of such work that I could find in the Commonwealth show that it is impossible to finish the work by the first of September. Unless it is to be done well it would be of no value, and it would be better to discard all the work which has been done up to the present time and begin anew than to undertake to put before the people of the Commonwealth a hurried revision of the statutes under which they are to live.

For legislation see Resolves, 1919, chapter 11.



## COMMUNICATIONS RELATIVE TO SITUATION THREATENED BY GENERAL STRIKE OF TELEPHONE OPERATORS.

### TELEGRAM.

EXECUTIVE DEPARTMENT, BOSTON, April 14, 1919.

Hon. ALBERT S. BURLESON, *Postmaster-General, Washington, D. C.*

Massachusetts is threatened with a strike by telephone operators. This would tie up the operation here and result in most serious damage to all the business interests of the Commonwealth. May I urge that every possible effort be used to avert such a calamity as this would be.

### TELEGRAM.

EXECUTIVE DEPARTMENT, BOSTON, April 14, 1919.

*To the Governors of the Other New England States.*

Will you join me in cable to President Wilson to intervene in telephone strike?

CABLE TO PRESIDENT WILSON IN FRANCE.

April 14, 1919.

New England urges your immediate action to relieve from great loss by telephone strike.

COOLIDGE,  
BARTLETT,  
BEECKMAN,  
MILLIKEN,  
HOLCOMB,  
*Governors.*

### TELEGRAM.

EXECUTIVE DEPARTMENT, BOSTON, April 18, 1919.

Hon. ALBERT S. BURLESON, *Washington, D. C.*

For the duration of the disability of the United States government to furnish telephone service to the New England States do you object to the Commonwealth of Massachusetts taking over the operation until the Federal government can again resume it? Conditions here imperatively demand immediate resumption of telephone service.

## STATEMENT RELATIVE TO THE ADJUSTMENT OF THE TELEPHONE STRIKE.

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April 21, 1919.

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It will be a great relief to the public to know that they are no longer to be deprived of telephone service. If the national government had in mind the prevention of any strike that would interfere with the service when it took over the telephone operation, it has apparently not been successful in carrying out its expectations. It did not appear to me that the strike should ever have been permitted. There is another principle involved which has received very little attention, and that is the obligation that exists on those who enter the public service to continue to furnish such service even at some personal inconvenience. This obligation reaches from the highest officer or government official to the humblest employee. The public has rights which cannot be disregarded. Everybody is to be congratulated that the controversy has gone on without being a cause of much more serious results than the public has had to endure.

For further information see newspapers of April, 1919.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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On Friday next, the 25th of April, the Commonwealth of Massachusetts, joined by the other New England States and assisted by the city of Boston, will undertake to do honor to all those who have served in the present war, and especially to all the valiant sons of our Commonwealth, by a great military parade to be held in our capital city. Our citizens would have wished that all who participated in the war, in the army, navy or marine service, might then have passed in review, that our full 200,000 might be seen streaming past. That was impossible. The parade will be made by the Twenty-sixth Division, into which went our National Guard, which was the first National Guard unit to land in France and open its artillery upon the line of our enemies. As they have represented us so heroically in the field, they are qualified to represent not only themselves but all their brave comrades on this occasion, which is the symbol of New England's welcome to her returning sons.

All true hospitality is spontaneous. Given under the compulsion of the law, it loses all which makes it high and fine. The observance of the day of the parade is left to voluntary action of the citizens of the Commonwealth, there being at the present time no law relating to it. It is more and more evident that all citizens desire to participate in one way or another in doing honor where honor is grandly due.

It is therefore urged that every opportunity be extended to all the people of the Commonwealth to observe the day as they may wish, by the voluntary permission to cease such ordinary activities as would interfere with such observation, to the end that every loyal citizen may pay a deserved tribute alike to the living and the dead.



Given at the Executive Chamber, in Boston, this eighteenth day of April, in the year of our Lord one thousand nine hundred and nineteen, and of the independence of the United States of America the one hundred and forty-third.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## MESSAGE RELATIVE TO THE TEMPORARY ORGANIZATION OF OUR MILITARY FORCES.

EXECUTIVE DEPARTMENT, BOSTON, April 21, 1919.

*To the Honorable Senate and House of Representatives.*

The soldiers who for many years constituted a majority of the military forces of this Commonwealth and who are the remaining organized units of our former National Guard, will be shortly mustered out of service with the disbanding of the Twenty-sixth Division. It would be very much to the advantage of the military life of our Commonwealth if the names of the different units into which our National Guard went could be preserved and their traditions handed down. One of them was the first National Guard unit to open fire with its batteries on the enemy in France. Another was the first United States regiment to be decorated for valor as a regiment in France. These are but examples. These different units have their flags emblazoned with the names of battlefields where they have been carried to victory. Massachusetts ought to preserve these organizations for her future military service.

At the present time it is entirely uncertain what provisions will be made by the national government. In this Commonwealth there is a State Guard organized to meet any emergency that is likely to arise. Some of the officers and men of the retiring Twenty-sixth Division have indicated that they wish to continue in an unbroken line of succession the traditions of the organization in which they have served abroad. They feel so strongly that it is their patriotic duty to do this that they are willing to enlist provisionally and advise others to take the same action, until such time as it may be determined what the attitude of the national government and the military necessities of this Commonwealth may require.

It is therefore recommended that for this temporary purpose, and that the Commonwealth may co-operate with the patriotic desire of its soldiers, provisions be made for a temporary organization to carry the old names over the period of uncertainty until they can be organized into a permanent body. For this purpose the immediate passage of the bill herewith submitted is recommended as legislation of the utmost urgency.

For bill mentioned see House, No. 1620, 1919.

For legislation see General Acts, 1919, chapter 138.

## MESSAGE SUBMITTING FIRST SUPPLEMENTARY BUDGET RECOMMENDATIONS.

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EXECUTIVE DEPARTMENT, BOSTON, April 24, 1919.

*To the Honorable Senate and House of Representatives.*

In compliance with the provisions of the Constitution, which provides that "the Governor may at any time recommend to the general court supplementary budgets," I herewith submit supplementary budget recommendations amounting to \$2,932,865.10, exclusive of the metropolitan districts.

Acting on the suggestion that the Commonwealth assist in relieving the employment situation during the coming season by making appropriations for public works, I have directed the Supervisor of Administration to make studies and suggest a program consistent with the needs of our institutions and departments for buildings, roads and other public works. To aid in improving the social condition of unemployment brought about by the displacement of many workers by the assimilation of returning soldiers into civil life, I feel that a fairly extensive public works program is advisable. In the general appropriation act, based upon my original budget recommendations, approximately \$1,-600,000 was appropriated for capital outlay. To this sum I now recommend an addition of \$2,479,285.50.

Some of the projects recommended have been held in abeyance for two or more years during the war and are becoming increasingly urgent. The situation with regard to additional accommodation for the feeble-minded is such that liberal appropriations should be made at once.

### MAINTENANCE.

A limited sum has also been recommended for sundry matters of maintenance which have recently been brought to my attention. There are also increases for interest of \$22,700 and for serial bond obligations of \$71,829.60, occasioned by the issue of bonds in February last of \$852,000 on account of the direct debt.

### REVENUES.

Certain items of receipts coming from departments and institutions have been increased after a comparison of reimbursement accounts covered by appropriations of 1919 and actual receipts for 1918. The estimated receipts from inheritance taxes have also been increased. The overlay between the estimated revenue so revised and the appropriations passed and recommended is \$46,614.17.

Federal appropriations have been made for road work which will provide allotments for Massachusetts during the period of a little more than two years, ending on July 1, 1921, of almost \$4,000,000. The expenditure of this money in Massachusetts is conditioned upon the State appropriating an equal sum for road construction on projects approved by the Federal authorities. The large sum in revenue necessary to finance this work should require your careful consideration. Increased revenue from fees received from licensing motor vehicles has been a subject for study during the past year, and the report of the special commission (House, No. 1450) is now pending before your honorable body.

### METROPOLITAN DISTRICTS.

In my original budget certain expenditures for capital outlay or permanent improvements were recommended for the metropolitan water and sewerage districts. I understand that there are now pending in the General Court certain petitions for metropolitan parks boulevards projects which, to an amount of approximately \$300,000, may be consistent with our program for public works. These, in addition to



those previously recommended, approximate \$600,000, and I recommend, as required by section 3 of Article LXII of the Amendments to the Constitution, that the same be financed by the issue of bonds for such terms of years as the laws have provided for similar work in chapter 488 of the Acts of the year 1895, and acts in amendment thereof and in addition thereto for the metropolitan water district; by chapter 424 of the Acts of the year 1899 for the south metropolitan sewerage system; and by chapter 288 of the Acts of the year 1894 for the construction of the metropolitan parks boulevards.

For detail of supplementary budget recommendations see House, No. 1653.  
For legislation see Special Acts, 1919, chapter 211.

**STATEMENT RELATIVE TO THE PARADE HELD BY  
THE TWENTY-SIXTH DIVISION.**

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**April 25, 1919.**

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A parade which will be historic in this Commonwealth has just been finished with great success. I desire to express my thanks to all those who have made it a success; first to the soldiers for their sacrifice in remaining in the service, and to all the civil authorities and the special committees which have co-operated so splendidly in every way. It was especially gratifying to have present the Governors of the New England States and their guests. Their co-operation was very helpful in making the day complete. It should also be remembered that the city of Boston has extended every possible hospitality to the many guests who came here for this occasion. It has been an experience for the Commonwealth which will richly repay every expenditure of time and money that was necessary to bring it about.

For further information see newspapers of April 25 and 26, 1919, and records on file in State Library.

**MESSAGE VETOING A BILL TO REINSTATE  
DENNIS D. DRISCOLL AS DEPUTY COMMIS-  
SIONER OF THE PENAL INSTITUTIONS DE-  
PARTMENT OF THE CITY OF BOSTON.**

EXECUTIVE DEPARTMENT, BOSTON, April 26, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "relative to the reinstatement of Dennis D. Driscoll as Deputy Commissioner of the Penal Institutions Department of the city of Boston," which is House, No. 1556, is herewith returned with the recommendation that the bill be amended by inserting in the second line of section 1 after the word "mayor" the following: "And of the civil service commission", so that said section will read as follows: "SECTION 1. The penal institutions commissioner of the city of Boston, with the approval of the mayor and of the civil service commission, may reinstate Dennis D. Driscoll as deputy commissioner in said department without civil service examination."

From such information as can be brought to me, it appears that Mr. Driscoll was appointed at a time when this department was not under civil service. Later it was placed under civil service, after which time it appears that he was removed, but no record has been brought to my attention of any charges made against him or any action taken that would show that at the time of his removal he was entitled to the protection of the civil service laws. If he was under civil service the rules of the commission permit him to be reinstated without any legislation. If he was not under civil service there would seem to be little or no foundation for the proposed legislation. In the absence of records which are

certain it is desirable to provide him with a remedy, but it does not seem desirable that he should be given a different remedy than other citizens of the Commonwealth are entitled to have. It should therefore be made plain that if he is to be reinstated it should be with the permission of the Civil Service Commission. Every person is entitled to a remedy for any wrong that he has suffered, but the remedy should be the same for one person as it is for another.

For legislation see Special Acts, 1919, chapter 167.

## MESSAGE VETOING A BILL RELATIVE TO THE USE OF VOTING MACHINES.

EXECUTIVE DEPARTMENT, BOSTON, May 1, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "relative to the use of voting machines" which is House, No. 1038, is herewith returned without approval.

The dissection in this bill runs to the city and town clerks. They have nothing to do with the printing of ballots, and no sample ballots are provided them except those supplied by the Secretary of the Commonwealth in a number sufficient only for posting. When a ballot is posted, the candidate has an opportunity to examine it and have it rectified if it is wrong. There is an obligation on each person who desires to be a candidate for office to look out for himself. The machinery of elections needs to be simplified rather than further complicated.

**MESSAGE RECOMMENDING AMENDMENTS TO A  
BILL TO SUSPEND THE CIVIL SERVICE LAWS  
AND REGULATIONS IN FAVOR OF RETURNING  
SOLDIERS AND SAILORS.**

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EXECUTIVE DEPARTMENT, BOSTON, May 3, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "to suspend the Civil Service laws and regulations in favor of returning Soldiers and Sailors," which is House, No. 1543, is herewith returned, with the recommendation that the bill be amended by adding after the words "Section 3" the following: "The provisions of this act shall not apply to an appointment until all veterans of the present war who have qualified in the classified service and are eligible to such appointment have been certified for such appointment and appointed or rejected in accordance with law; nor shall it apply to the appointing of policemen or firemen; nor shall it apply to appointments to any health service which the civil service commission, with the approval of the governor and council, may from time to time declare requires a special technical training;" and by striking out in section 3 the words: "Nor shall it be deemed to dispense with existing laws and regulations requiring applicants for positions in a police or fire department to pass a physical examination."

The Commonwealth has already provided by law that those veterans who have been in the service who are qualified under the civil service laws shall keep and maintain their places. It would obviously be very unfair to them if they should now find that notwithstanding their war record and their qualifications by examination they are not entitled to the first choice. I fully realize that this amendment would have been made had it not been overlooked. It is fully in

accord with the patriotic spirit that has prompted the proposal of this measure.

The balance of the amendment applies to public safety and public health. There is no favor which can be extended to our veterans too great for us to give. It should be borne in mind, however, that there are 200,000 of them and only a few thousand can go into the civil service. The public safety and the public health must be maintained at the highest point of efficiency that legislative ingenuity can devise. It would be very unjust to the nearly 200,000 veterans and their dependents if we entrusted the protection of their safety and their health to any person not qualified in every respect. If it should be said that of course the appointing power would never appoint an incompetent person, the reply is that this act is not dealing with the question of what the appointing power will do. It is the question of what the Commonwealth of Massachusetts will by law permit the appointing power to do. I feel very certain that the law-making authority of the Commonwealth does not wish to say that it will permit by law the appointment of any incompetent person, but rather that it will by law forbid any such action. Patriotism could require no less. The men who have been in the service at the risk of their lives to preserve a rule of law will not be pleased if they find on their return that those who have remained at home are lacking in the courage to pursue the same course.

Legislation rejected May 22, 1919.

## LETTER TO ALL LOCAL AND COUNTY FOOD ADMINISTRATORS.

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EXECUTIVE DEPARTMENT, BOSTON, May 6, 1919.

In recognition of the patriotic service you rendered the Commonwealth and Nation during the period of the war as a county or local food administrator, please accept from me, on behalf of the people of Massachusetts, the sincerest appreciation for the real contribution you made to the successful winning of the war.

The work you have done not only will be permanently engraved upon the annals of Massachusetts' history, but should be a source of great satisfaction to yourself. You did a notable service, and one that speaks eloquently of your loyalty to our country.

Sincerely yours,

CALVIN COOLIDGE.

For further information of work accomplished see reports of Massachusetts Public Safety Committee.



**LETTER TO THE CIVIL SERVICE COMMISSION,  
RELATIVE TO EMERGENCY ACT FOR RE-  
TURNING VETERANS.**

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EXECUTIVE DEPARTMENT, BOSTON, May 12, 1919.

*Civil Service Commission, State House, Boston, Mass.*

GENTLEMEN: — There are returning soldiers who could very properly be taken into the fire and police departments of the State if they had the opportunity to have an examination under the provisions of the law recently passed giving them preference over all others, which I have this day declared to be an emergency act and which has now gone into effect. I therefore request that you prepare and hold examinations for those positions forthwith, in order that they may be taken advantage of at once by all returning veterans, and that examinations also be held from time to time as other veterans return. May I have a reply to this communication as speedily as possible?

Yours very truly,

**CALVIN COOLIDGE.**

For further information see files of Civil Service Commission.

**MESSAGE RELATIVE TO THE CONSTRUCTION OF A  
PERMANENT BRIDGE OVER NEPONSET RIVER  
IN THE CITIES OF BOSTON AND QUINCY.**

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EXECUTIVE DEPARTMENT, BOSTON, May 12, 1919.

*To the Honorable Senate and House of Representatives.*

Herewith is transmitted a letter and bill received from the Commission on Waterways and Public Lands. It appears that permissive legislation should be passed in order to legalize in the coming time of peace that which was done under the pressure of war necessity.

It is therefore recommended that legislation substantially in accord with the bill transmitted be enacted for this purpose.

For letter and bill mentioned see House, No. 1704.

For legislation see General Acts, 1919, chapter 258.

**MESSAGE RELATIVE TO AN INVESTIGATION BY  
THE INDUSTRIAL ACCIDENT BOARD OF  
MEANS TO AID INJURED PERSONS TO BE-  
COME SELF-SUSTAINING PRODUCERS.**

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EXECUTIVE DEPARTMENT, BOSTON, May 20, 1919.

*To the Honorable Senate and House of Representatives.*

Massachusetts is a great industrial Commonwealth. It has been interested in taking every possible means to provide for the welfare of the people engaged in its industries. It has become the foremost State in activities of this nature. Our industrial life is not without its peril to health and its danger of personal injury. Health conditions are being steadily bettered by legislation providing for the best of sanitary conditions under which people work. Personal injury has been reduced and guarded against by legislation requiring safety devices upon dangerous machinery. This has not, however, been able to eliminate accidents, and there are in this Commonwealth annually many thousands of such accidents. Many of our great industrial plants have provided most generously for the immediate relief of such injuries by an official medical, surgical and hospital equipment.

There are many instances, however, of people who are so injured as to be incapable of again resuming their former employment. In nearly all instances they could, with the help of the surgical skill and the mechanical devices which have been developed in the present war for the benefit of injured soldiers, be so restored physically and so trained that they could become self-sustaining producers.

The problem of so restoring, equipping and training such injured persons should be at once considered by the Commonwealth. There is in existence the splendid hospital of reconstruction which was so generously provided by the

Benevolent and Protective Order of Elks for the Federal government to be used for the benefit of injured service men. Fortunately, the contest at arms closed before we had suffered in that direction as much as our allies; but with this example before us of the benefits that can be conferred, all injured people ought to be provided with a means of re-establishing themselves physically and industrially, and there is no way that this object can be attained except through government activity.

It is therefore recommended that the Industrial Accident Board be authorized to make an investigation of the needs of the Commonwealth for this purpose, and of the resources, public and private, which exist for performing these services; and report to the next General Court a plan for providing such a system for the benefit of the people of the Commonwealth.

For legislation see Resolves, 1919, chapter 53.

## MESSAGE RELATIVE TO THE TERMINATION OF TENANCIES AT WILL.

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EXECUTIVE DEPARTMENT, BOSTON, May 21, 1919.

*To the Honorable Senate and House of Representatives.*

The long cessation of building activities due to war conditions has produced a scarcity of tenements which is working a great hardship. The cost of building has not only increased, but taxes and repairs have increased. This is an economic condition that will adjust itself in the end according to the law of supply and demand. The great body of real estate owners are dealing honorably with their tenants. There are some, however, who seem disposed to take advantage of present conditions to demand a rate of rent which is thought to be unreasonable. As a result they have instituted a policy of raising rent and immediately dispossessing tenants who have performed in every way their contracts for the use of tenements.

It is apparent that some remedy should be provided against action of this kind. Under the present provisions of law it is possible to evict a tenant in forty-eight hours, setting him into the street. While recognizing in full the right of an owner of property to lease it or not, and for such price as he may choose, the law has always recognized that a tenant in possession had certain rights even against the owner. One of these is a reasonable time within which to vacate. What was reasonable when other tenements could be secured is unreasonable when there are no such tenements. This is a temporary condition, without doubt, but it should be recognized and immediate legislation provided. No refuge should be afforded for any tenants who are not reasonably using tenements or paying rent as agreed.

It is therefore recommended that the time between the giving of notice and the time at which tenants are required

to vacate be temporarily extended, and legislation be enacted protecting tenants from summary evictions without their having a longer time than is now provided by law for the surrender and termination of their possession, and giving tenants the right of possession until after the expiration of a longer time than is now allowed by law and until after the giving of notice to vacate and quit, and extending the time between the termination of a tenancy at will and the time when the tenant is required to vacate.

For legislation see General Acts, 1919, chapter 257.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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Works which endure come from the soul of the people. The mighty in their pride walk alone to destruction. The humble walk hand in hand with Providence to immortality. Their works survive. When the people of the colonies were defending their liberties against the might of kings, they chose their banner from the design set in the firmament through all eternity. The flags of the great empires of that day are gone, but the stars and stripes remain. It pictures the vision of a people whose eyes were turned to the rising dawn. It represents the hope of a father for his posterity. It was never flaunted for the glory of royalty, but to be born under it is to be a child of a king, and to establish a home under it is to be the founder of a royal house. Alone of all flags it expresses the sovereignty of the people which endures when all else passes away. Speaking with their voice it has the sanctity of revelation. He who lives under it and is loyal to it is loyal to truth and justice everywhere. He who lives under it and is disloyal to it is a traitor to the human race everywhere. What could be saved if the flag of the American Nation were to perish?

In recognition of these truths and out of a desire born of a purpose to defend and perpetuate them, the Commonwealth of Massachusetts has by ordinance decreed that for one day of each year their importance should be dwelt upon and remembered. Therefore, in accordance with that authority, the anniversary of the adoption of the national flag, the fourteenth day of June next, is set apart as

**Flag Day**

and it is earnestly recommended that it be observed by the people of the Commonwealth by the display of the flag of our country and in all ways that may testify to their loyalty and perpetuate its glory.



Given at the Executive Chamber, in Boston, this twenty-sixth day of May, in the year of Our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-third.

**CALVIN COOLIDGE.**

**By His Excellency the Governor.**

**ALBERT P. LANGTRY,**

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*



**MESSAGE RELATIVE TO CEDING JURISDICTION  
TO THE UNITED STATES OVER CERTAIN  
LAND IN CONNECTION WITH THE SALE OF  
THE DRY DOCK.**

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EXECUTIVE DEPARTMENT, BOSTON, May 26, 1919.

*To the Honorable Senate and House of Representatives.*

For some time negotiations have been pending between the Commonwealth and the Federal government regarding a sale of the dry dock and certain land adjacent thereto. The negotiations have resulted in an agreement of all points. All that is necessary to close the bargain is legislation ceding jurisdiction over the premises upon the purchase by the Federal government. Legislation of this nature is necessary to secure action by the Federal government.

It is therefore recommended that legislation be enacted providing for the ceding of jurisdiction over the premises to the Federal government, and for the purchase of the premises by it, substantially in accordance with the bill herewith transmitted.

For legislation see General Acts, 1919, chapter 270.

**MESSAGE VETOING A BILL TO FIX THE COMPENSATION OF PAGES IN THE EMPLOY OF THE SERGEANT-AT-ARMS.**

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EXECUTIVE DEPARTMENT, BOSTON, May 31, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "to fix the compensation of pages in the employ of the sergeant-at-arms," which is House, No. 1676, is herewith returned without approval.

The present rate of compensation for this service is more than half what is paid to members of the General Court. It is proposed to make an increase of substantially 50 per cent. Taking into consideration that this service is neither irksome nor laborious, that it can be performed by young men of average intelligence, that it has often been a stepping-stone to important careers and does not require previous training, that the average length of the session is less than six months, and that a mileage of \$2 per mile is given, there does not seem to be a reasonable foundation for increasing the salary, which at the present time is at the rate of nearly \$1,200 a year. Were these positions expected to be filled by mature men, presumably heads of families, even though they are required to work ordinarily but five days a week, there would be more reason for increasing the pay. The requirements can be filled by young gentlemen not out of their teens, for whom the present compensation would appear to be fair.

But there is another and deeper reason for rejecting this measure. The position of page should be filled by a boy. From time immemorial it has been the prerogative of the boys of this Commonwealth to serve as pages to the General Court. The boys are entitled to have these places saved

and cherished for them. To place any such salary as is proposed will result in casting aside the boys and giving these places to mature men. The opportunity which has meant so much to the boys of Massachusetts must not be taken from them by turning their ancient occupation into a man's job. The youthful page will vanish from the State House once his place is made attractive to the belted knight. It is no time to lay violent hands on the ancient heritage of youth.

**MESSAGE VETOING A BILL RELATIVE TO APPOINTMENTS AND PROMOTIONS IN THE POLICE FORCES OF CITIES AND TOWNS.**

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EXECUTIVE DEPARTMENT, BOSTON, May 31, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "relative to appointments and promotions in the police forces of cities and towns" which is Senate, No. 509, is herewith returned without approval.

It is of doubtful expediency to limit the appointing power in police departments to a promotion which is not to exceed more than one grade at any time, and in the detective forces of a department it would be substantially impossible to have an adequate service by such means. There is no known method of examining the men in the detective department that is satisfactory. If civil service examinations are to have any meaning they should be open to all, and persons should be appointed who are able to qualify. Of course experience would always be a large factor. In smaller forces there would never be but two men eligible for promotion, one of whom would have to be appointed whatever his qualifications might be.

The policemen of Massachusetts are recognized as among the most intelligent and efficient of any in the world. Their courage and ability has often been a subject of favorable comment and praise. They are the guardians of public security, performing a function that lies at the foundation of all liberty. Nothing should be permitted that would tend in any degree to destroy the efficiency that is responsible for this splendid record. The democracy of the force ought to be maintained, and no rule of seniority should be allowed to supersede the present democratic rule of efficiency.

## MESSAGE VETOING A BILL TO ESTABLISH THE SALARY OF THE CHIEF ENGINEER AT THE STATE HOUSE.

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EXECUTIVE DEPARTMENT, BOSTON, May 31, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "to establish the salary of the chief engineer at the State House," which is House, No. 1701, is herewith returned without approval.

Comparisons of occupations which have the same name are not always reliable, but it ought to be borne in mind that State institutions are paying \$1,800 or \$1,900 a year for what appears to be substantially the same services for which this bill proposes to pay \$2,900. It is true that in those cases a partial maintenance is given, but this would not be more than \$200 or \$300 a year in value. It is not probable that positions with a salary of \$2,600 are in need of being increased at the present time. It is necessary to consider the resources of the Commonwealth, and those who are drawing a low rate of compensation should be taken care of before those drawing higher compensations are increased. With a knowledge of the constant pressure that is exerted for an opportunity to enter the service of the Commonwealth, it would be obvious that, whether viewed from the point of compensation or other advantages, such employment is considered very desirable. There is no difficulty in finding a competent man at the present salary for the service desired.

**MESSAGE RELATIVE TO REIMBURSING CERTAIN  
PUBLIC OFFICIALS BECAUSE OF INJURIES SUS-  
TAINED AS A RESULT OF THE PERFORMANCE  
OF PUBLIC DUTY.**

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EXECUTIVE DEPARTMENT, BOSTON, June 5, 1919.

*To the Honorable Senate and House of Representatives.*

During the night of June 2 the residences of two officials of this Commonwealth were damaged by explosions which were brought about by reason of their doing their public duties in accordance with the oaths of their offices. The obligation of apprehending the criminals and bringing them to punishment lies in the hands of the police and courts.

Compensation for the injury requires legislation. I am of the opinion that the injury which has been suffered in these two cases, — one of which was that of a Representative of the General Court, Leland Powers of Newton, and the other that of Albert F. Hayden, Justice of the Municipal Court of Roxbury, — having resulted from the performance of a public duty, should be borne by the public. There are many precedents for reimbursing those in the public employ who have suffered injury while in the performance of their duty, and I am of the opinion that the General Court should consider whether these do not fall within the same principle; and if in the opinion of the General Court such is the case, it is recommended that compensation be paid to these two public officers for the injury done their residences, for which no other compensation has been paid.

It cannot be made too plain that those in whom the people have reposed the responsibility of legislation and the administration of justice will be supported by the people in the conscientious performance of their duties. Any attack upon such performance is an attack on the sovereignty of the people which the people will repel by every possible means.

For legislation see Special Acts, 1919, chapters 235 and 253.

## MESSAGE VETOING A BILL TO ESTABLISH THE COMPENSATION OF THE MEMBERS OF THE GENERAL COURT.

EXECUTIVE DEPARTMENT, BOSTON, June 6, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution, a bill "to establish the compensation of the members of the General Court," which is House, No. 1629, is herewith returned without approval.

This bill raises the salaries of members from \$1,000 to \$1,500, an increase of 50 per cent, and is retroactive. It is necessary to decide whether the Commonwealth can well afford this additional tax, and whether any public benefit would accrue from it.

These are times that require careful scrutiny of public expenditure. The burden of taxes resultant from war is heavy. The addition of \$142,000 to the expenses of the Commonwealth in perpetuity is not to be undertaken but upon proven necessity.

Service in the General Court is not obligatory but optional. It is not to be undertaken as a profession or a means of livelihood. It is a voluntary public service. In accord with the principles of our democratic institutions a compensation has been given in order that talent for service rather than the possession of property might be the standard of membership. There is no man of sufficient talent in the Commonwealth so poor that he cannot serve for a session, which averages about five months and five days each week, at a salary of \$1,000 and a travel allowance of \$2.50 for each mile between his home and the State House. This is too clear for argument. There is no need to consider those who are too rich to serve for this sum. It would be futile to discuss whether the services are worth more or less than this,

as that is not here the question. Membership in the General Court is not a job. There are services rendered to the Commonwealth by Senators and Representatives that are priceless. For the searching out of great principles on which legislation is based there is no adequate compensation. If value for services were the criterion, there would be two hundred and eighty different salaries. When membership is sought as a means of livelihood, legislation will pass from a public function to a private enterprise. Men do not serve here for pay. They seek work and places of responsibility, and find in that seeking, not in their pay, their honor.

The realities of life are not measured by dollars and cents. The skill of the physician, the divine eloquence of the clergyman, the courage of the soldier, that which we call character in all men, are not matters of hire and salary. No person was ever honored for what he received. Honor has been the reward for what he gave. Public acclaim and the ceremonious recognition paid to returning heroes are not on account of their government pay but of the service and sacrifice they gave their country. The place each member of the General Court will hold in the estimation of his constituents will never depend on his salary but on the ability and integrity with which he does his duty; not on what he receives but on what he gives; and only out of the bountifulness of his own giving will his constituents raise him to power. Not by indulging himself but by denying himself will he reach success.

It is because the General Court has recognized these principles in its past history that it has secured its high place as a legislative body. This act disregards all this, and will ever appear to be an undertaking by members to raise their own salaries. The fact that many were thinking of the needs of others will remain unknown. Appearances cannot be disregarded. Those in whom is placed the solemn duty of caring for others ought to think of themselves last or their decisions will lack authority. There is apparent a disposition to deny the disinterestedness and impartiality of government. Such charges are the result of ignorance and an evil desire to destroy our institutions for personal profit. It is of infinite



importance to demonstrate that legislation is used not for the benefit of the legislator but of the public.

The General Court of Massachusetts is a legislative body noted for its fairness and ability. It has no superior. Its critics have for the most part come from the outside and have most frequently been those who have approached it with the purpose of securing selfish desires of their clients or themselves. A long familiarity with it increases respect for it. It is charged with expressing the abiding convictions and conscience of the people of the Commonwealth. The most solemn obligation placed by the Constitution on the Executive is the power to veto its actions. In all matters affecting it the General Court is entitled to his best judgment and carefully considered opinion. Anything less would be a mark of disrespect and disloyalty to its members. That judgment and opinion, arrived at after a wide counsel with members and others, is here expressed, in the light of an obligation which is not personal, "faithfully and impartially to discharge and perform" the duties of a public office.

This bill, returned by the Governor to the House of Representatives, the branch in which it originated, was passed by the House of Representatives June 10, and, in concurrence, by the Senate June 12, the objections of the Governor notwithstanding, in the manner prescribed by the Constitution, and thereby has the "force of law" (General Acts, 1919, chapter 239).

**MESSAGE TRANSMITTING JOINT RESOLUTIONS  
PROPOSING AN AMENDMENT TO THE CONSTITUTION  
EXTENDING THE RIGHT OF SUFFRAGE  
TO WOMEN.**

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EXECUTIVE DEPARTMENT, BOSTON, June 9, 1919.

*To the Honorable Senate and House of Representatives.*

Herewith is transmitted a certified copy of a Resolution of Congress entitled: "Joint Resolution Proposing an Amendment to the Constitution Extending the Right of Suffrage to Women," accompanied with a letter of the Honorable Acting Secretary of State, for your action thereon in accord with the Constitution and a law of the United States of America.

For letter and resolutions mentioned see Senate, No. 589.

For action of General Court see Senate Journal, 1919, page 964, and House Journal, 1919, page 1264.

**MESSAGE RECOMMENDING AN AMENDMENT TO A  
BILL RELATIVE TO THE REMOVAL OF ATTOR-  
NEYS AT LAW.**

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EXECUTIVE DEPARTMENT, BOSTON, June 11, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill "relative to the removal of attorneys at law," which is House, No. 1668, is herewith returned with the recommendation that the bill be amended by adding after the word "attorney general" in the fourth line of the first section, "Or such person as he may designate with the approval of the court;" and by striking out the period at the end of the first section thereof and adding: "Or such person as he may designate with the approval of the court."

The Attorney-General is nominally an attorney of record in all cases other than criminal in which the Commonwealth is a party, many of which it is necessary for him to conduct in person. There are times when the conduct of disbarment proceedings requires long hearings. It would be unfortunate if such a case should have to be continued, or other important cases continued, in order to have the personal presence of the Attorney-General. It is entirely probable that with the wording of the proposed act as it is, he could designate another person as he does in other cases; but on an important matter there should be no room for doubt. It is therefore recommended that this amendment be added in order that the statute may be entirely clear.

For legislation see General Acts, 1919, chapter 260.

**MESSAGE RELATIVE TO LEASING THE NORFOLK  
STATE HOSPITAL TO THE UNITED STATES  
GOVERNMENT.**

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EXECUTIVE DEPARTMENT, BOSTON, June 12, 1919.

*To the Honorable Senate and House of Representatives.*

The land and buildings of the Commonwealth known as the Norfolk State Hospital were turned over to the Medical Corps of the United States of America last October for the purpose of treating the mental infirmities of soldiers. There was some doubt as to the authority of the Governor and Council to take such action, but in the necessity of the prosecution of the war it was assumed that such authority existed. The Military Medical Corps now desires to transfer its occupation to the Bureau of Public Health Service, which technically is a part of the Treasury Department, for the reason that these cases are to be transferred from the military authorities to the health authorities of the national government.

It is therefore recommended that authority be granted to the Governor and Council to make a lease of the premises to the United States of America or any department thereof, to run for a term not to exceed five years and for such a rental as may be determined by the Governor and Council.

For legislation see Resolves, 1919, chapter 61.

## MESSAGE RELATIVE TO ESTABLISHING A SPECIAL COMMISSION ON THE NECESSARIES OF LIFE.

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EXECUTIVE DEPARTMENT, BOSTON, June 13, 1919.

*To the Honorable Senate and House of Representatives.*

Owing to war conditions prices of the necessities of life are very considerably increased. In some cases prices have receded since the signing of the armistice; in others they appear to have increased. The ordinary consumer is interested and affected by retail prices. Except as these prices reflect prices at wholesale, he is uninterested in wholesale prices. While there is very little constitutional authority for the fixing of prices by law, it is of the utmost consequence that the public know that charges are reasonable. All kinds of wages have been increased, and these of course are reflected in the increased cost of materials. The public know this and expect to pay these necessary increases. They ought to be informed as to whether prices in general are fair and reasonable. If they are, they are willing to pay them; if they are not, a public recognition of that condition will tend to adjust prices to a reasonable basis. There is constitutional authority for investigating and reporting on this most important condition. Government fails as an administrator of justice if it permits to go unchallenged an exorbitant charge upon the public.

It is therefore recommended that a special commission, consisting of the Attorney-General, the Supervisor of Administration, the Commissioner of Standards and two other persons to be appointed by the Governor, with the advice and consent of the Council, be authorized to investigate and report its findings to the next General Court, and so much thereof as in its opinion would be for the public

benefit from time to time meanwhile, by filing a copy thereof in the office of the clerk of the Senate; with authority to make expenditures of money in the conduct of its investigation.

For legislation see General Acts, 1919, chapter 341.

For further information see reports of Commission on the Necessaries of Life.

## ADDRESS ON OCCASION OF RETURN OF FLAGS CARRIED BY TROOPS IN THE WORLD WAR.

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Hall of Flags, State House, "Flag Day," June 14, 1919.

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*Officers and Men of the United States Army.*

In this room through which we are accustomed to pass with uncovered heads, you present to-day these flags which you have carried with so much credit to yourselves and your country and always to victory. These flags represent not only those who have borne and honored them, but those who may see them and be inspired by them in the years to come, not only those who gaze upon them now, but those who may gaze upon them with appreciation, as we do to-day.

We are here to welcome the return of these flags as a memorial of a momentous period in our history. These flags are to remain not only as a memento of the history which is made to-day, but as an earnest of the history which is to come. To-day you hear the voice of the Commonwealth in appreciation of the splendid service which you have rendered.

It is a privilege to me to be here on this day, and extend the recognition of the Commonwealth for your patriotic achievements by which you have honored your State not only, but also your whole country. To-day it is a happy circumstance that you can represent America and the American spirit. It is worthy of the best in our past history. I recall the lines of the poet:—

Blest and thrice blest the Roman  
Who sees Rome's brightest day,  
Who sees that long victorious pomp  
Wind down the Sacred Way,  
And through the bellowing Forum,  
And round the Suppliant's Grove,  
Up to the everlasting gates  
Of Capitolian Jove.

It is the true American spirit which you represent to-day and which you have illustrated and honored in the war.

I accept these colors in behalf of the Commonwealth of Massachusetts. I accept them from you who have come back to us from the war where they were borne and honored. They will remind all in the future of the devotion of the sons of the Commonwealth, and they will be to all an inspiration to great achievements in the future.

For further information see newspapers of June 14 and 15, 1919.

**LIST OF FLAGS CARRIED BY MASSACHUSETTS TROOPS IN THE WORLD WAR, ACCEPTED BY THE GOVERNOR AND TURNED OVER FOR PERMANENT POSSESSION, IN HALL OF FLAGS, STATE HOUSE, TO THE COMMONWEALTH OF MASSACHUSETTS.**

	Date of Official Return of Flags.
3d Regiment Pioneer Infantry, Corps Troops, . . . . . 1 national flag, silk. 1 regimental flag, blue silk (decorated for services in the Meuse-Argonne Offensive, September 26 to November 11, 1918). 1 State flag, silk. Its original pole is on the regimental flag.	November 11, 1919.
4th Regiment Pioneer Infantry, Corps Troops, . . . . . 1 national flag, silk. 1 State flag, silk.	June 27, 1918.
5th Regiment Pioneer Infantry, Corps Troops, . . . . . 1 national flag, silk. 1 regimental flag, blue silk.	June 14, 1919.
5th Regiment Infantry, M. N. G., . . . . . 1 national flag, silk. 1 State flag, silk.	July 10, 1919.
74th Regiment Infantry, . . . . . 1 regimental flag, blue silk.	June 14, 1919.
101st Regiment Infantry, . . . . . 1 national flag, silk. 1 regimental flag, blue silk (decorated for services in the Chemin des Dames Sector, February 6 to March 21, 1918; Toul (Boucq) Sector, April 3 to June 28, 1918; Aisne-Marne Offensive, July 18 to July 25, 1918; St. Mihiel Offensive, September 12 to September 16, 1918; Troyon Sector, September 17 to October 8, 1918; Meuse- Argonne Offensive, October 18 to November 11, 1918; also, Cham- pagne-Marne Defensive, July 15 to July 17, 1918).	June 14, 1919.
104th Regiment Infantry, . . . . . 1 national flag, silk. 1 regimental flag, blue silk (croix de guerre, with one star; decorated; for detail, see under the 101st Regiment Infantry).	June 14, 1919.
301st Regiment Infantry, . . . . . 1 national flag, silk. 2 regimental flags, blue silk.	June 14, 1919. <sup>1</sup>
302d Regiment Infantry, . . . . . 1 national flag, bunting (presented by the National First Aid Associa- tion of America, March, 1918, in memory of its founder, Clara Barton). 1 regimental flag, blue silk.	June 14, 1919.

<sup>1</sup> One regimental, August 24, 1920.



LIST OF FLAGS CARRIED BY MASSACHUSETTS TROOPS IN THE WORLD WAR, ACCEPTED BY THE GOVERNOR AND TURNED OVER FOR PERMANENT POSSESSION, IN HALL OF FLAGS, STATE HOUSE, TO THE COMMONWEALTH OF MASSACHUSETTS  
— Continued.

	Date of Official Return of Flags.
14th Regiment Engineers, . . . . . 1 national flag, silk. 1 regimental flag, red silk (decorated for services in the Arras Bapaume Sector, August 21, 1917, to March 20, 1918, and April 7 to May 20, 1918; Somme Defensive, March 21 to April 6, 1918; Aisne-Marne Offensive, August 2 to August 6, 1918; Aisne-Marne Sector, August 7 to September 10, 1918; and Meuse-Argonne Offensive, September 26 to November 11, 1918).	January 31, 1920.
101st Regiment Engineers, 1 regimental flag, red silk (decorated; for detail, see under the 101st Regiment Infantry).	June 14, 1919.
504th Regiment Engineers, 3 national flags (1 silk; 2 bunting). 1 regimental flag, red silk.	June 14, 1919.
101st Regiment Field Artillery, . . . . . 1 national flag, silk. 1 regimental flag, red silk (decorated; for detail, see under the 101st Regiment Infantry). Battery A, 1 red bunting guidon. Battery B, 1 red silk guidon. Battery C, 1 red bunting guidon. Battery D, 1 red silk guidon. Battery E, 1 red cotton guidon. Battery F, 1 red silk guidon.	June 14, 1919.
102d Regiment Field Artillery, . . . . . 1 national flag, silk. 1 regimental flag, red silk (decorated; for detail, see under the 101st Regiment Infantry). Battery A, 1 red silk guidon, Battery B, 1 red silk guidon, Battery C, 1 red silk guidon, Battery D, 1 red silk guidon, Battery E, 1 red silk guidon, Battery F, 1 red silk guidon,	June 14, 1919.  March 2, 1920.
301st Regiment Field Artillery, . . . . . 1 national flag, silk. 2 regimental flags, red silk.	June 14, 1919. <sup>1</sup>
33d Regiment Coast Artillery, . . . . . 1 national flag, silk. 1 regimental flag, red silk.	June 14, 1919.
55th Regiment Coast Artillery, . . . . . 1 national flag, silk (presented by Jordan Marsh Company January 26, 1918). 1 regimental flag, red silk (presented by the women of Winthrop January 19, 1918).	June 14, 1919.
71st Regiment Coast Artillery, . . . . . 1 national flag, silk. 2 regimental flags, red silk.	June 14, 1919. <sup>1</sup>
101st Field Signal Battalion, . . . . . 1 national flag, silk. 1 regimental flag, orange silk (decorated; for detail, see under the 101st Regiment Infantry). Company A, 1 orange silk guidon. Company B, 1 orange silk guidon. Company C, 1 orange silk guidon.	June 14, 1919.

<sup>1</sup> One regimental, August 24, 1920.

LIST OF FLAGS CARRIED BY MASSACHUSETTS TROOPS IN THE WORLD WAR, ACCEPTED BY THE GOVERNOR AND TURNED OVER FOR PERMANENT POSSESSION, IN HALL OF FLAGS, STATE HOUSE, TO THE COMMONWEALTH OF MASSACHUSETTS  
— Concluded.

	Date of Official Return of Flags.
301st Field Signal Battalion, 1 national flag, silk. 1 regimental flag, orange silk (decorated for services in the Marbach Sector, September 25 to November 11, 1918).	June 14, 1919.
317th Field Signal Battalion, 4 national flags (2 silk; 2 bunting). 1 regimental flag, orange silk (decorated for services in the St. Mihiel Offensive, September 12 to September 16, 1918, and the Meuse-Argonne Offensive, September 26 to November 11, 1918. The decorations have been placed on a national silk flag of the same battalion, which is now in the Senate Chamber; this is the flag that was given to the battalion by the Senate of 1918).	June 14, 1919.
310th Regiment Cavalry, 1 regimental flag, yellow silk.	June 14, 1919.
35th Machine Gun Battalion, 1 national flag, bunting.	June 14, 1919.
102d Machine Gun Battalion, 1 national flag, silk (decorated; for detail, see under the 101st Regiment Infantry).	June 14, 1919.
302d Machine Gun Battalion, 1 national flag, silk.	April 26, 1920.
101st Sanitary Train (Field Hospital), 1 national flag, silk. 1 Red Cross flag, silk.	June 14, 1919.
101st Field Sanitary Train, 1 Red Cross flag, bunting.	June 14, 1919.
101st Ammunition Train, 1 national flag, silk (presented by the Special Aid Society for American Preparedness). 1 red burgee, bunting.	June 14, 1919.
12th Plymouth Division, Infantry, 2 divisional flags, blue (1 silk; 1 bunting) (presented by the New England Society of New York).	February 23, 1920.
Naval Brigade, 1 national flag, silk. 1 State flag, silk.	July 1, 1919.

## ADDRESS AT THE HARVARD COMMENCEMENT EXERCISES.

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Delivered June 19, 1919.

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No college man who has ever glanced at the Constitution of Massachusetts is likely to miss or forget the generous references there made to Harvard University. It may need a closer study of that instrument, which is older than the American Constitution, to realize the full significance of those most enduring of guaranties that could then be imposed in behalf of Massachusetts institutions.

The convention which framed our Constitution had as its president James Bowdoin, a son of Harvard. He was a man of great strength of character, and cast an influence for good upon the deliberations of his day worthy of a place in history more conspicuous than is generally accorded to him. He had as his colleague on the floor no less a person than John Adams. It is not necessary in this presence to designate his alma mater. There were others of importance, but these represented the type of thought that prevailed.

In that noble Declaration of Rights the principles of freedom and equality were first declared. Following this is set forth the right of religious liberty and the duty of citizens to support places of religious worship and instruction; and in the Frame of Government, after establishing the University, there is given to legislators and magistrates a mandate forever to cherish and support the cause of education and institutions of learning. These were the declaration of broad and liberal policies. They are capable of being combined, for in fact they declare that teaching, whether it be by clergy or laity, is of an importance that requires it to be surrounded with the same safeguards and guaranties as freedom and equality. In fact, the Constitution declares that "wisdom

and knowledge as well as virtue, diffused generally among the body of the people, are necessary for the preservation of their rights and liberties." John Adams and James Bowdoin knew that freedom was the fruit of knowledge. Their conclusions were drawn from the directions of Holy Writ: "Come, know the truth and it shall make you free."

These principles there laid down with so much solemnity have now the same binding force as in those revolutionary days when they were recognized and proclaimed. I am not unaware that they are old. Whatever is, is old. It is but our own poor apprehension of it that is new. It would be well if they were reapprehended. It is not well if the great diversity of modern learning has made the truth so little of a novelty that it lacks all reverence.

The days of the Revolution were days of reverence and of applied reverence. Teaching was to a considerable extent in the hands of the clergy. Institutions of learning were presided over by clergymen. The teacher spoke with the voice of authority. He was treated with deference. He held a place in the community that was not only secure but high. The rewards of his services were comparatively large. He was a leader of the people. From him came the inspiration of liberty. It was in the meeting houses that the Revolution was framed.

This dual character little exists now, but the principle is the same. Teaching is the same high calling, but how lacking now in comparative appreciation. The compensation of many teachers and clergymen is far less than the pay of unskilled labor. The salaries of college professors are much less than like training and ability would command in the commercial world. We pay a good price to bank men to guard our money. We compensate liberally the manufacturer and the merchant; but we fail to appreciate those who guard the minds of our youth or those who preside over our congregations. We have lost our reverence for the profession of teaching, and bestowed it upon the profession of acquiring.

This will have such a reaction as might be expected. Some of the clergy, seeing their own rewards are disproportionate, will draw the conclusion that all rewards are disproportion-

ate, that the whole distribution of wealth is unsound, and turn to a belief in and an advocacy of some kind of a socialistic state. Some of our teachers, out of a like discontent, will listen too willingly to revolutionary doctrines which have not originated in meeting houses, but are the importations of those who lack nothing but the power to destroy all that our civilization holds dear. Unless these conditions are changed, these professions will not attract to their services young men of the same comparative quality of ability and character that in the past they commanded.

In our pursuit of prosperity we have forgotten and neglected its foundations. It is true that many of our institutions of learning are well endowed and have spacious buildings, but the plant is not enough. Many modern school-houses put to shame any public buildings that were erected in the colonies. I am directing attention to the comparative position of the great mass of teachers and clergymen. They are not properly appreciated or properly paid. They have provided the foundations of our liberties. The importance of their position cannot be overestimated. They have been faithful though neglected; but a State which neglects or refuses to support any class will soon find that such class neglects and refuses to support it. The remedy lies in part with private charity, in part with government action — but it lies wholly with public opinion. Private charity must worthily support its clergymen and the faculty and instructors of our higher institutions of learning; and the government must adequately reward the teachers in its schools. In the great bound forward which has been taken in a material way, these two noble professions, the pillars of liberty and equality, have been neglected and left behind. They must be re-established. They must be restored to the place of reverence they formerly held.

The profession of teaching has come down to us with a sanction of antiquity greater than all else. So far back as we can peer into human history there has stood a priesthood that has led its people intellectually and morally. Teaching is leading. The fundamental needs of humanity do not change. They are constant. These influences, so potent in

the development of Massachusetts, cannot be exchanged for a leadership that is bred of the market-place, to her advantage. We must turn our eyes from what is to what ought to be. The men of the day of John Adams and James Bowdoin had a vision that looked into the heart of things. They led a Revolution that swept on to a successful conclusion. They established a Nation that has endured until its flag is the ancient among the banners of the earth. Their counsel will not be mocked. The men of that day, almost alone in history, brought a Revolution to its objective. Not only that — they reached it in such a condition that it there remained. The counter attack of disorder failed entirely to dislodge it. Their success lay entirely in the convictions they had. No Nation can reject these convictions and remain a republic. Anarchy or despotism will overwhelm it.

Massachusetts established Harvard College to be a defender of righteous convictions, of reverence for truth and for the heralds of truth. The purpose set forth in the Constitution is clear and plain. It recognizes with the clear conviction of men not thinking of themselves that the cause of America is the cause of education, but of education with a soul, a trained intellect but guided ever by an enlightened conscience. We of our day need to recognize with the same vision that when these fail, America has failed.

For further information see "The Harvard Graduates Magazine", September, 1919.

This Commencement address is printed as an official address because Harvard University is recognized in the Constitution of Massachusetts under Chapter V, and since the earliest days one of the annual official duties of His Excellency the Governor is to attend the Commencement Day exercises at Cambridge. No other Commencement addresses are here printed.

## MESSAGE RELATIVE TO THE STREET RAILWAYS OF MASSACHUSETTS.

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EXECUTIVE DEPARTMENT, BOSTON, June 27, 1919.

*To the Honorable Senate and House of Representatives.*

The situation in relation to the street railways of Massachusetts, as pointed out in the inaugural address, is one of great difficulty. Some of them are not earning enough money to meet their expenditures. This can have only one result if continued, — that is, the suspension of operations. In many localities the operation of street railways is a public necessity. It would be a great public inconvenience if, on account of conditions which it is trusted may be temporary, street railways should cease to operate or if their operation should be greatly impaired. This is a condition which exists all over the Nation, and investigation has been undertaken by the Federal authorities. It is hoped that it will be temporary. It is, however, very desirable that some emergency legislation should be provided which could be put into operation if the contingency arises.

It is therefore recommended that provision be made for the temporary operation of a street railway by a public manager so that such street railway may be under the exclusive control of public officers and public agents, with authority to fix fares subject to revision by the Public Service Commission; and that temporarily, for the public convenience, in order to operate street railways placed under such control, provision be made for extending the credit of the Commonwealth and of the cities and towns in which such street railways operate. Such management should be approved and supervised by the Public Service Commission,

and public credit should be extended only so far as is necessary to keep the roads in operation by taking care of valid operating deficits, for a limited period in any event and only so far as existing necessities require, without in any way impairing or restricting a further and different action in the future, or imposing in any event an undue burden upon the taxpayers.

For legislation see General Acts, 1919, chapter 359.



**MESSAGE RELATIVE TO AN APPROPRIATION FOR  
THE OFFICE OF THE ATTORNEY-GENERAL.**

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EXECUTIVE DEPARTMENT, BOSTON, June 27, 1919.

*To the Honorable Senate and House of Representatives.*

The office of the Attorney-General advises me that their expenses have increased so much that it is desirable that they have a further appropriation of \$10,000.

It is therefore recommended that this amount be appropriated, in accordance with a bill herewith transmitted.

For bill mentioned see House, No. 1893.

For legislation see Special Acts, 1919, chapter 242 (38).

**MESSAGE RECOMMENDING AN AMENDMENT TO A  
BILL RELATIVE TO THE SALARIES OF THE MEM-  
BERS, SECRETARY AND MEDICAL ADVISERS OF  
THE INDUSTRIAL ACCIDENT BOARD.**

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EXECUTIVE DEPARTMENT, BOSTON, July 5, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth a bill "relative to the salaries of the members, secretary and medical advisers of the Industrial Accident Board," which is House, No. 1849, is herewith returned with the recommendation that the bill be amended by the following: "SECTION 3. From and after the expiration of the term of the first retiring member of said board, the board shall consist of six members. In case of a resignation or other vacancy in the meantime such vacancy shall not be filled."

After investigation of the work of the Board and the increased facilities for the transaction of business since the use of arbitrators has been abolished, it is apparent that six members giving their full time as is required by the bill will be sufficient to transact speedily and properly the work of the Board. This plan will lead to increased efficiency and leave the expense to be borne by the Commonwealth about the same as it is at present.

For legislation see General Acts, 1919, chapter 299.

**MESSAGE VETOING A BILL TO PROVIDE FOR THE  
IMPROVEMENT OF THE HIGHWAY BETWEEN  
THE TOWNS OF BELCHERTOWN AND AMHERST.**

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EXECUTIVE DEPARTMENT, BOSTON, July 8, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth a bill "to provide for the improvement of the highway between the towns of Belchertown and Amherst," which is Senate, No. 513, is herewith returned without approval.

It is known from personal observation that the object of this bill is desirable, so that the question arises as to the necessity of legislation for securing the proposed result. The Highway Commission reports that it is ready at any time to co-operate with the county on the basis mentioned in the proposed bill, of having 75 per cent of the cost of construction paid by the Commonwealth and 25 per cent paid by the county. It cannot be learned that the county commissioners of Hampshire are opposed to taking such action themselves.

There is the broader question of policy as to the desirability of directing the Highway Commission as to the expenditure of money provided by Item No. 336. Much of that money is needed for general repairs and reconstruction. If it be taken for other purposes by this measure and others, it will be necessary to increase the appropriations for the present year beyond what can be conveniently borne. It is therefore the better policy for the commission to make such expenditures as it can for this item without being too much hampered by directions expressed by law.

## MESSAGE SUBMITTING SECOND SUPPLEMENTARY BUDGET RECOMMENDATIONS.

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EXECUTIVE DEPARTMENT, BOSTON, July 14, 1919.

*To the Honorable Senate and House of Representatives.*

In conformity with the provisions of the Constitution, which provides that "the governor may at any time recommend to the general court supplementary budgets," I herewith submit supplementary budget recommendations amounting to \$738,317.51, exclusive of the metropolitan districts.

The sums recommended at this time are principally on account of legislation passed during the present session, and are those suggested by the Supervisor of Administration, after a review of the several propositions.

### REVENUES.

The increase in estimated receipts is made up of \$121,025, representing appropriations recommended which will be covered by special assessments or revenue not previously included in the estimated receipts, approximately \$150,000, which it appears at this time may be expected as revenue from liquor license fees; and in the case of cash on hand, the reserve held at the beginning of the year for the maintenance of prison industries is sufficiently large, so that it now appears proper to suggest a transfer of \$250,000 from the accumulated surplus which under general law may be applied toward the maintenance of the several penal institutions.

### METROPOLITAN DISTRICTS.

Certain conditions have arisen with regard to the maintenance of the metropolitan districts by the passage of legislation and otherwise which call for additional appropriations

in the sum of \$80,695.67, which is covered in detail in the recommendations of Mr. White, Supervisor of Administration.

#### **TERM FOR A CERTAIN BOND ISSUE.**

As required by section 3 of Article LXII of Amendments to the Constitution, I recommend that the term of the bonds authorized by chapter 283 of the General Acts of the present year, to provide suitable recognition for those residents of Massachusetts who served in the army and navy of the United States during the war with Germany, be for not exceeding five years, and that the bonds be issued in accordance with the general laws of the Commonwealth providing for the issue of serial bonds, to mature at such times and in such amounts as will best conserve the special revenue which must be levied in the form of taxes to meet the obligation, and at such rates of interest as may be determined by the Treasurer of the Commonwealth, with the approval of the Governor and Council.

For detail of second supplementary budget see House, No. 1935.  
For legislation see Special Acts, 1919, chapter 242.

## MESSAGE VETOING A BILL RELATIVE TO THE ATTENDANCE IN COURT OF ATTORNEYS WHO ARE MEMBERS OF THE GENERAL COURT.

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EXECUTIVE DEPARTMENT, BOSTON, July 18, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution, a bill "relative to the attendance in court of attorneys who are members of the General Court," which is House, No. 1886, is herewith returned without approval.

There may be cases where hardship has been suffered by reason of the failure to continue cases for attorneys who are members of the General Court. The question which this bill raises is whether such hardships will be more or less numerous under its provisions. It is a well-recognized principle of jurisprudence that there ought to be no delay in the administration of justice, or, as it is usually phrased, that justice should be speedy. A member might be compelled to go to trial and thereby neglect the duties of an office to which he had been chosen. Under this bill there would be the opportunity of engaging some member of the General Court as counsel in a case by an unscrupulous suitor, without the knowledge of the member, for the mere purpose of delaying the justice that might be due the adverse party. After balancing the evils that would arise under the present law, and those that would arise under the proposed law, it is not apparent that they would be made any less.

It is always desirable that latitude should be given to the courts to decide each case on its merits. No cause can be forced to trial now where a motion is made for continuance, without a judicial determination that the motion ought not to prevail. This bill undertakes to say that every such motion made by a member of the General Court ought to

prevail, no matter how important the case or how great the injustice which might have to be borne by the opposing party. It would seem to be wiser to leave the law as it is, and leave the judges the discretion of continuing or refusing to continue, according to the merits of the cases before them. It is universally understood that the courts are very lenient in granting continuances whenever a member asks for them, and it is a rare case when such a continuance is refused.

**MESSAGE RELATIVE TO AN INVESTIGATION BY A  
SPECIAL COMMISSION OF PROBLEMS RELATING  
TO THE STREET RAILWAYS OF THE COMMON-  
WEALTH.**

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EXECUTIVE DEPARTMENT, BOSTON, July 23, 1919.

*To the Honorable Senate and House of Representatives.*

In the address made to the joint convention on the 2d of last January, discussing the problem of transportation on street railways, the following recommendation was made: —

The information even to state the problem accurately is not at hand. It is therefore recommended that there be at once a survey of the street railway situation by experts to report the amount of deficiency in revenue, the amount of taxes and other public charges paid, and what, if any, part of the deficiency should be met by remission of taxes and other public charges, and by appropriations of money, coupled with public control, by the localities and the Commonwealth in order to keep necessary transportation facilities in operation. Knowing the requirements and the resources, it ought not to be difficult to make them balance.

The question of the policy toward public utilities should be taken out of politics. No greater harm can be done the public than by an attempt to make the operation of these agencies, which ought to be purely a matter of business, a means of partisan advantage. Unless this is done there can be no hope of reaching a proper solution.

The problem has not become any less intricate. The hope that a diminution in the cost of conduct of the business would of itself tend to solve the question of transportation has not been realized. Expenses have increased rather than decreased. The credit of the street railways is being rapidly exhausted, so that there is danger in many instances that they will be compelled to cease operations. Many of their bonds are held by savings banks. Nobody questions the necessity of adequate street railway transportation.

All of these questions have been considered by the General Court, and several remedies have been proposed. They have



not met with much success, due primarily to the fact that coming into an era of high cost of conducting business has made it impossible to avoid the natural result which such a condition causes to street railways, with their limited capacity of shifting the additional burden to those who furnish their revenue, as could be done in a commercial enterprise. There are grave social questions involved in transportation and in rates of fare. There are serious problems of securing revenue. Undertaking to shift the burden to the taxpayers in too large a degree might prove ruinous to the manufacturing and commercial interests of the Commonwealth. There must, however, be some reasonable solution which skilled men can find as the result of investigation and study. It is of no value to have a public utility on which the charge for fare is so high that it cannot serve the people. Street railway fares at the present time have reached a point where they have become prohibitive. It is absolutely necessary that there be secured for this situation some speedy remedy. Street car service is as necessary as public highways. It fails entirely of its purpose unless it is brought within the means of the people.

It is therefore recommended that a special commission, consisting of seven members to be appointed by the Governor, with the advice and consent of the Council, be authorized to consider the entire problem of transportation by street railways, and report to a special session of the General Court to be called about the middle of November next. This extraordinary remedy is proposed because of the urgency of the situation, the relief that is necessary to those who are necessarily passengers on the street railways, and to the street railways themselves in order that they may continue their operations.

For legislation see General Acts, 1919, chapter 359.

For further information see report of the Street Railway Commission, November 15, 1919.

## ADDRESS AT DEDICATION OF MONUMENT TO GENERAL WILLIAM SHEPARD.

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Westfield, September 3, 1919.

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We come here on this occasion to honor the past, and in that honor render more secure the present. It was by such men as settled Westfield, and two hundred and fifty years ago established by law a chartered and ordered government, that the foundations of Massachusetts were laid. And it was on the foundations of Massachusetts that there began that training of the people for the great days that were to come, when they were prepared to endorse and support the principles set out in the Declaration of Independence, the Constitution of the United States of America, and the Emancipation Proclamation of Abraham Lincoln. Here were planted the same seeds of righteousness victorious which later flourished with such abundance at Saratoga, at Gettysburg, and at the second battle of the Marne. Stupendous results, the product of a people working with an Everlasting Purpose.

While celebrating the history of Westfield, this day has been set apart to the memory of one of her most illustrious sons, General William Shepard. To others are assigned the history of your town and the biography of your soldier. Into these particulars I shall not enter. But the principles of government and of citizenship which they so well represent and nobly illustrate will never be untimely or unworthy of reiteration.

The political history of Westfield has seen the success of a great forward movement, to which it contributed its part, in establishing the principles that the individual in his rights is supreme, and that "governments derive their just powers from the consent of the governed."

It is the establishment of liberty under an ordered form of government in this ancient town by the people themselves that to-day draws us here in admiration of her achievements. When we turn to the life of her patriotic son we see that he no less grandly illustrated the principle, that to such government so established the people owe an allegiance which has the binding power of the most solemn obligation.

There is such a disposition in these days to deny that our government was formed by, or is now in the control of, the people that a glance at the history of the days of General Shepard is peculiarly pertinent and instructive.

The Constitution of Massachusetts with its noble Declaration of Rights was adopted in 1780. Under it we still live with scarce any changes that affect the rights of the people. The end of the Revolutionary War was 1783. Shays' Rebellion was in 1787. The American Constitution was ratified and adopted in 1788. These dates tell us what the form of government was in this period.

If there are any who doubt that our institutions, formed in those days, did not establish a people's government let them study the action of the Massachusetts convention which ratified the Federal Constitution. Presiding over it was the popular patriot, Governor John Hancock. On the floor sat Samuel Adams, who had been the father of the Revolution, pre-eminent champion of the liberty of the people. Such an influence had he that his assertion of satisfaction was enough to carry the delegates. Like a majority of the members he came opposed to ratification. Having totally thrown off the authority of foreign power, they came suspicious of all outside authority. Besides, there were eighteen members who had taken part in Shays' Rebellion, so hostile were they to the execution of all law. Mr. Adams was finally convinced by a gathering of the workingmen among his constituents who exercised their constitutional right of instructing their representatives. Their opinion was presented to him by Paul Revere. "How many mechanics were at the Green Dragon when these resolutions were passed?" asked Mr. Adams. "More, sir, than the Green Dragon could hold." "And where were the rest?" "In

the streets, sir." "And how many were in the streets?" "More than there are stars in the sky." This is supposed to have convinced the great Massachusetts tribune that it was his duty to support ratification.

There were those, however, who distrusted the Constitution and distrusted its proponents. They viewed lawyers and men of means with great jealousy. Amos Singletary expressed their sentiments in the form of an argument that has not ceased to be repeated in the discussion of all public affairs. "These lawyers," said he, "and men of learning and moneyed men that talk so finely and gloss over matters so smoothly, to make us poor illiterates swallow the pill, expect to get into Congress themselves. They mean to be managers of the Constitution. They mean to get the money into their hands, and then they will swallow up us little folk, like the great Leviathan, Mr. President; yes, just like the whale swallowed up Jonah." In the convention sat Jonathan Smith, a farmer from Lanesborough. He had seen Shays' Rebellion in Berkshire. There has been no better example of a man of the people desiring the common good. "I am a plain man," said Mr. Smith, "and I am not used to speak in public, but I am going to show the effects of anarchy, that you may see why I wish for good government. Last winter people took up arms, and then, if you want to speak to them, you had the musket of death presented to your breast. They would rob you of your property, threaten to burn your houses, oblige you to be on your guard night and day. Alarms spread from town to town, families were broken up; the tender mother would cry, 'Oh, my son is among them! What shall I do for my child?' Some were taken captive; children taken out of their schools and carried away. . . . How dreadful was this. Our distress was so great that we should have been glad to snatch at anything that looked like a government. . . . Now, Mr. President, when I saw this Constitution, I found that it was a cure for these disorders. I got a copy of it, and read it over and over. . . . I did not go to any lawyer, to ask his opinion; we have no lawyer in our town and we do well enough without. My honorable old daddy there (pointing to Mr. Singletary)

won't think that I expect to be a Congressman, and swallow up the liberties of the people. I never had any post, nor do I want one. But I don't think the worse of the Constitution because lawyers, and men of learning, and moneyed men are fond of it. I am not of such a jealous make. They that are honest men themselves are not apt to suspect other people. . . . Brother farmers, let us suppose a case now. Suppose you had a farm of 50 acres, and your title was disputed, and there was a farm of 5,000 acres joined to you that belonged to a man of learning, and his title was involved in the same difficulty; would you not be glad to have him for your friend, rather than to stand alone in the dispute? Well, the case is the same. These lawyers, these moneyed men, these men of learning are all embarked in the same cause with us, and we must all sink or swim together. Shall we throw this Constitution overboard because it does not please us all alike? Suppose two or three of you had been at the pains to break up a piece of rough land and sow it with wheat, would you let it lie waste because you could not agree what sort of a fence to make? Would it not be better to put up a fence that did not please every one's fancy, rather than keep disputing about it until the wild beasts came in and devoured the crop? Some gentlemen say, 'Don't be in a hurry; take time to consider.' I say, there is a time to sow and a time to reap. We sowed our seeds when we sent men to the Federal convention, now is the time to reap the fruit of our labor; and if we do not do it now, I am afraid we shall never have another opportunity."

There spoke the common sense of the common man of the Commonwealth. The counsel of the farmer from the country, joined with the resolutions of the workingmen from the city, carried the convention, and the Constitution was ratified. In the light of succeeding history who shall say that it was not the voice of the people speaking with the voice of Infinite Authority?

The attitude of Samuel Adams, William Shepard, Jonathan Smith and the workingmen of Boston toward government is worthy of our constant emulation. They had not hesitated to take up arms against tyranny in the Revolution,

but having established a government of the people they were equally determined to defend and support it. They hated the usurper, whether king or Parliament or mob, but they bowed before the duly constituted authority of the people. When the question of pardoning the convicted leaders of the rebellion came up, Adams opposed it, saying: "In monarchies the crime of treason and rebellion may admit of being pardoned or lightly punished; but the man who dares to rebel against the laws of a republic ought to suffer death." We are all glad mercy prevailed and pardon was granted. But the calm judgment of Samuel Adams, the lover of liberty, "the man of the town meeting," whose clear vision, taught by bitter experience, saw that all usurpation is tyranny, must not go unheeded now. The authority of a just government derived from the consent of the governed has back of it a Power that does not fail.

All wars bring in their trail great hardships. They existed in the day of General Shepard. They exist now. Having set up a sound government in Massachusetts, having secured their independence as the result of a victorious war, the people expected a season of easy prosperity. In that they were temporarily disappointed. Some, rebelling, were overthrown. The adoption of the Federal Constitution brought relief and prosperity. Success has attended the establishment here of a government of the people. We of this day have just finished a victorious war that has added new glory to American arms. We are facing some hardships, but they are not serious. Private obligations are not so large as to be burdensome. Taxes can be paid. Prosperity abounds. But the great promise of the future lies in the loyalty and devotion of the people to their own government. They are firm in the conviction of the fathers that liberty is increased only by increasing the determination to support a government of the people, as established in this ancient town and defended by its patriotic son.

For further information see newspapers and published records of the celebration.

## The Commonwealth of Massachusetts

BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

### A PROCLAMATION.

The entire State Guard of Massachusetts has been called out. Under the Constitution the Governor is the Commander-in-Chief thereof by an authority of which he could not if he chose divest himself. That command I must and will exercise. Under the law I hereby call on all the police of Boston who have loyally and in a never-to-be-forgotten way remained on duty to aid me in the performance of my duty of the restoration and maintenance of order in the city of Boston, and each of such officers is required to act in obedience to such orders as I may hereafter issue or cause to be issued.

I call on every citizen to aid me in the maintenance of law and order.



Given at the Executive Chamber, in Boston, this eleventh day of September, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

September 9, 1919, practically all of the Boston police force "struck." After much rioting in Boston the Governor took charge and restored law and order.

For further information see newspapers, Boston Police Commissioner's report, articles published on the strike, report of citizens' committee to mayor of Boston and files of the State Library.

**AN ORDER TO THE BOSTON POLICE COMMISSIONER.**

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EXECUTIVE DEPARTMENT, BOSTON, September 11, 1919.

To EDWIN U. CURTIS.

As you are Police Commissioner of the city of Boston —

**EXECUTIVE ORDER No. 1.**

You are hereby directed, for the purpose of assisting me in the performance of my duty, pursuant to the proclamation issued by me this day, to proceed in the performance of your duties, as Police Commissioner of the city of Boston, under my command and in obedience to such orders as I shall issue from time to time, and obey only such orders as I may so issue or transmit.

**CALVIN COOLIDGE,**

*Governor of Massachusetts.*

Under authority of section 6 of chapter 324 of the Acts of 1885 the mayor of Boston had previously taken over the control of the police force of Boston.



**TELEGRAM RELATIVE TO BOSTON POLICE STRIKE.**

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EXECUTIVE DEPARTMENT, BOSTON, September 14, 1919.

MR. SAMUEL GOMPERS, *President, American Federation of Labor, New York City, N. Y.*

Replying to your telegram, I have already refused to remove the Police Commissioner of Boston. I did not appoint him. He can assume no position which the courts would uphold except what the people have by the authority of their law vested in him. He speaks only with their voice. The right of the police of Boston to affiliate has always been questioned, never granted, is now prohibited. The suggestion of President Wilson to Washington does not apply to Boston. There the police have remained on duty. Here the Policemen's Union left their duty, an action which President Wilson characterized as a crime against civilization. Your assertion that the Commissioner was wrong cannot justify the wrong of leaving the city unguarded. That furnished the opportunity, the criminal element furnished the action. There is no right to strike against the public safety by anybody, anywhere, any time. You ask that the public safety again be placed in the hands of these same policemen while they continue in disobedience to the laws of Massachusetts and in their refusal to obey the orders of the police department. Nineteen men have been tried and removed. Others having abandoned their duty their places have under the law been declared vacant on the opinion of the Attorney-General. I can suggest no authority outside the courts to take further action. I wish to join and assist in taking a broad view of every situation. A grave responsibility rests on all of us. You can depend on me to

support you in every legal action and sound policy. I am equally determined to defend the sovereignty of Massachusetts, and to maintain the authority and jurisdiction over her public officers where it has been placed by the Constitution and laws of her people.

CALVIN COOLIDGE,  
*Governor of Massachusetts.*

For further information regarding telegrams and answers see newspapers and records on file in State Library.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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There appears to be a misapprehension as to the position of the police of Boston. In the deliberate intention to intimidate and coerce the government of this Commonwealth a large body of policemen, urging all others to join them, deserted their posts of duty, letting in the enemy. This act of theirs was voluntary, against the advice of their well-wishers, long discussed and premeditated, and with the purpose of obstructing the power of the government to protect its citizens or even to maintain its own existence. Its success meant anarchy. By this act through the operation of the law they dispossessed themselves. They went out of office. They stand as though they had never been appointed.

Other police remained on duty. They are the real heroes of this crisis. The State Guard responded most efficiently. Thousands have volunteered for the Guard and the Militia. Money has been contributed from every walk of life by the hundreds of thousands for the encouragement and relief of these loyal men. These acts have been spontaneous, significant and decisive. I propose to support all those who are supporting their own government with every power which the people have entrusted to me.

There is an obligation, inescapable, no less solemn, to resist all those who do not support the government. The authority of the Commonwealth cannot be intimidated or coerced. It cannot be compromised. To place the maintenance of the public security in the hands of a body of men who have attempted to destroy it would be to flout the

sovereignty of the laws the people have made. It is my duty to resist any such proposal. Those who would counsel it join hands with those whose acts have threatened to destroy the government. There is no middle ground. Every attempt to prevent the formation of a new police force is a blow at the government. That way treason lies. No man has a right to place his own ease or convenience or the opportunity of making money above his duty to the State.

This is the cause of all the people. I call on every citizen to stand by me in executing the oath of my office by supporting the authority of the government and resisting all assaults upon it.



Given at the Executive Chamber, in Boston, this twenty-fourth day of September, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

HERBERT H. BOYNTON,

*Deputy, Acting Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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In accordance with former custom, with a desire to promote the safety of property and to encourage all measures tending thereto, October 9 of the current year is designated and set apart as

#### **Fire Prevention Day**

in Massachusetts. Having in mind the great annual charge upon the public for losses incurred by fire, it is earnestly urged that this day be observed in a practical and useful way by special attention to the safety of all the equipment used for the generation of heat, all the accumulations of waste, and all other opportunities for conflagration, in order that everything possible may be done to lessen the fire hazard in this Commonwealth.



Given at the Executive Chamber, in Boston, this twenty-fifth day of September, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-fourth.

**CALVIN COOLIDGE.**

By His Excellency the Governor.

**HERBERT H. BOYNTON,**

*Deputy, Acting Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## The Commonwealth of Massachusetts

BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

### A PROCLAMATION.

*Whereas*, The display of the flag or foreign emblem of a foreign country upon the outside of a State, county, city or town building or public schoolhouse is forbidden by law except upon the occasion of a visit of a citizen of such foreign country as a guest of the United States or this Commonwealth;

Pursuant to law I hereby make proclamation calling for and authorizing the display under our flag of the flags of the Belgian Nation upon State, county and municipal buildings during the stay in this Commonwealth of Their Majesties the King and Queen of the Belgians.

In addition, I urge that residents, merchants and business houses of all the communities to be visited by Their Majesties as far as in their power do honor to our welcome guests during their stay in Massachusetts by displaying the flags of this country and the Kingdom of Belgium.



Given at the Executive Chamber, in Boston, this first day of October in the year of our Lord one thousand nine hundred and nineteen, and of the independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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Massachusetts has many glories. The last one she would wish to surrender is the glory of the men who have served her in war. While such devotion lives the Commonwealth is secure. Whatever dangers may threaten from within or without she can view them calmly. Turning to her veterans she can say, "These are our defenders. They are invincible. In them is our safety."

War is the rule of force. Peace is the reign of law. When Massachusetts was settled the Pilgrims first dedicated themselves to a reign of law. When they set foot on Plymouth Rock they brought the Mayflower Compact, in which, calling on the Creator to witness, they agreed with each other to make just laws and render due submission and obedience. The date of that American document was written November 11, 1620.

After more than five years of the bitterest war in human experience, the last great stronghold of force, surrendering to the demands of America and her allies, agreed to cast aside the sword and live under the law. The date of that world document was written November 11, 1918.

Now, therefore, in grateful commemoration of the unsurpassed deeds of heroism performed by the service men of Massachusetts, of the sacrifice of her people, sometimes greater than life itself, of the service rendered by every war charity and organization, to honor those who bore arms, to recognize those who supported the government, in accordance with the law of the current year

**Tuesday, November 11, 1919**

is set apart as a holiday for general observance and celebration of the home-coming of Massachusetts soldiers, sailors and marines. In that welcome may we dedicate ourselves to a continued support of the cause for which they freely offered life, that there may be wiped away everywhere the burden of injustice and every attempt to rule by force, and that there may be ushered in a reign of law, that will ease the weak of their great burdens, and leave the strong, unhampered by the opposition of evil men, the opportunity to exert their whole energy for the welfare of their fellow men. Let war and all force end, and peace and all law reign.



Given at the Executive Chamber, in Boston, this twenty-eighth day of October, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*



## REMARKS IN OPENING THE CONFERENCE ON THE HIGH COST OF LIVING.

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Council Chamber, October 24, 1919, State House.

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Having held the office of mayor myself, I appreciate not only the duties and difficulties but the many pleasant features which come to the lot of the chief executives of the cities of Massachusetts. I therefore welcome you as one who understands some of the problems that you have.

The entire world at this time is facing a shortage of materials, an unrest which interferes with production, and here and there a greedy disposition which results in profiteering. In addition to this we have had a great increase in the amount of money and credit, so that the relation between money and materials has been changed, causing a rise in prices.

We come here to-day to undertake to suggest some remedies. We have to consider not the individual but society as a whole. There are certain remedies that are perfectly obvious. If there is a shortage of materials it means that society should use what it has on hand sparingly. This is the gospel of saving. If materials are not in existence we cannot use them and enjoy them whether the price be high or low.

If there is an unrest which has resulted in a lack of production the only remedy for that is a change of sentiment. We must preach a determination on the part of those who are restless to begin and continue putting out a renewed effort of work. Where there is a lack of goods that lack can only be remedied by increasing production. Employment is the best remedy for unrest. This is the gospel of industry.

The greedy can be dealt with to a certain extent by law. We have undertaken to do that in Massachusetts by a statute making it a crime to charge and maintain unreasonable prices. Another remedy is by publicity. We can advise people of a fair price as a strong tendency to prevent both the charging and the paying of unfair prices. We are securing an administration of both of these remedies by a Special Commission on the High Cost of Living, which investigates, reports unlawful action to the criminal authorities, and by the publication of information advises the people of fair prices. The ultimate remedy for profiteering is an increased production. There is and can be no profiteering except where there is a scarcity.

All of these questions affect not only Massachusetts but the Nation, and to an extent the entire world. The food production of Massachusetts is large and is increasing, but it is not sufficient to maintain our population, many of whom are engaged in our industries. The remedies that could be applied by the Nation cannot be applied by the State for the reason that those whom we might desire to influence can easily remove themselves, and much more easily remove their products, across the State line, and more easily still never bring them into Massachusetts. We want large amounts of food on hand in order to protect ourselves in case of a lack of transportation, and because much food in this climate is produced in the summer and has to be stored for winter use. It would be suicidal to attempt to dispose of the season's product in a short time, but, on the other hand, we desire to prevent the hoarding of food and the refusal to market it when it is needed for consumption. We must encourage food distributors to store food here for our use, but we must insist that we be permitted to use it when we need it. We produce very little wheat, no sugar, and lack other food supplies like meat. We therefore depend on the national government to assist us in the distribution of the great supplies at a fair price.

I told you that I have a strong sympathy with the men who hold the office of mayor. That office in the city of Boston is one of the most exalted within the Commonwealth.

It has been held by men of national, and, I might say, world-wide reputation. The present mayor of Boston has a national reputation, both as a member of Congress and as an Assistant Treasurer of the United States, being experienced both in legislation and in the execution of the laws. During my administration I have had the benefit of his counsel and assistance in all matters relating to the city of Boston. He was especially helpful and used all the authority vested in him by the law in the restoration of law and order. We acted together at that time, as at all other times, with the best judgment that our combined advisors of the city and State could furnish us. Whatever results there were, were secured through our joint efforts. I take great pleasure in presenting to you His Honor the Mayor of Boston, Andrew J. Peters, who will extend the greetings of the city of Boston.

### **Resolutions adopted by Conference.**

*Whereas*, The United States took possession of the railroads under the proclamation of the President and an act of Congress which stated that the roads would be returned in as good condition as they were when taken over; and

*Whereas*, It appears that, owing to increases in expenses due to the war, the New England roads are in some cases earning less than their operating expenses and taxes, and in other cases but a small portion of their fixed charges, that they cannot under rates now in effect render satisfactory service to the public, that their working capital has been depleted, and that they are substantially without credit; and

*Whereas*, It has been announced that the roads will be returned on December 31, 1919, although legislation has not yet been adopted to restore conditions which existed prior to their taking over; and

*Whereas*, The return of the roads under these conditions would manifestly be disastrous to New England industries, institutions and investors;

*Resolved*, That this situation be brought to the attention of the New England delegation in Congress, and that it is the sense of this conference that the roads should be returned with proper legislation adopted by Congress, providing —

A. For the payment of the government guarantee until rates have been put in effect by the Interstate Commerce Commission which shall restore the pre-war relationship of rates between New England and other rate districts of the country, with such increased divisions and allowances as shall assure to the New England roads sufficient revenue properly to serve the New England public without undue increase in intra-New England rates, to pay fixed charges of the several roads and a reason-

able return on the investment thereiu, giving to the Interstate Commerce Commission plenary power to determine such divisions and allowances.

B. That the roads shall receive, when returned to their owners, the amount of working capital on hand at the beginning of Federal control and appropriated by the government.

C. All indebtedness due the government be funded for a sufficient period and at a rate of interest which will enable the railroads to rehabilitate their credit, substantially as provided by the Cummins bill.

*Resolved*, That this conference is opposed to any amendment of the fourth section of the Interstate Commerce Act, making a rigid long and short haul clause that would be detrimental to the interest of New England industries.

We urge the adoption of the foregoing resolutions, to the end that New England shall receive satisfactory railroad service, that its financial institutions and industries shall be protected, and that its markets shall not be destroyed by an increase in rates which will impose undue burdens upon its industries.

This conference was held by Governor Coolidge with the mayors of all the Massachusetts cities, the State Commission on the Necessaries of Life, the Attorney-General and district attorneys of Massachusetts, and A. Mitchell Palmer, Attorney-General of the United States.

**COMMUNICATION TO MAYOR ANDREW J. PETERS  
OF BOSTON RELATIVE TO APPROPRIATION TO  
INCREASE SALARIES OF SCHOOL TEACHERS,  
FOR CONSIDERATION AT SPECIAL SESSION OF  
LEGISLATURE.**

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October 29, 1919.

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It will be with a good deal of satisfaction that I co-operate with you and any other cities of Massachusetts for the purpose of increasing the pay of those engaged in the teaching of the youth of our Commonwealth. It has become notorious that the pay for this most important function is much less than that which prevails in commercial life and business activities.

Roger Aschan, the teacher of Queen Elizabeth, about 1565, in discussing this question, wrote: —

And it is pity that commonly more care is had, yea and that among very wise men, to find out rather a cunning man for their horse than a cunning man for their children. They say nay in word but they do so in deed. For to the one they will gladly give a stipend of two hundred crowns by the year and are loath to offer to the other two hundred shillings. God that sitteth in Heaven laughteth their choice to scorn and rewardeth their liberality as it should. For he suffereth them to have tame and well ordered horses but wild and unfortunate children and therefor in the end they find more pleasure in their horse than comfort in their children.

In an address which I made at a Harvard College Commencement I undertook to direct attention to the inadequate compensation paid to our teachers, whether in the universities, public schools or the pulpits of the land. It is perfectly clear that more money must be provided for these purposes, which surpass in their importance all our other public activities, both by government appropriation and by private charity.

It is significant that the number of teachers who are in training in our normal schools have decreased in the past twelve or fifteen years from 3,000 to 2,000, while the number of students in colleges and technical schools have increased. The people of the Commonwealth cannot support the government unless the government supports them. The condition which was described by the teacher of Queen Elizabeth, that greater compensation is paid for the unimportant things than is paid for training the intellectual abilities of our youth, might exist in the sixteenth century, but it ought not to exist in the twentieth century. Fortunately for us, the sterling character of teachers of all kinds has kept them at their task even though we have failed to show them due appreciation, and up to the present time the public has suffered little. But unless a change is made and a new policy adopted the cause of education will break down. It will either become a trade for those little fitted for it or be abandoned altogether, instead of remaining the noblest profession which it has been and ought to be.

There are some things that are fundamental. In the sixteenth century the voice of the people was little heard. If the sovereign had wisdom, that might suffice. But in the twentieth century the people are sovereign. What they think determines every question of civilization. Unless they are well trained, well informed and well instructed, unless a proper value is put on knowledge and wisdom, the value of all material things will be lost. There is now no pains too great, no cost too high, to prevent or diminish the duty enjoined by the Constitution of the Commonwealth, that wisdom and knowledge, as well as virtue, be generally diffused among the body of the people.

This important subject ought to be considered and a remedy provided at the special session of the General Court.

For further information see in files of State Library report of special committee appointed by Governor Coolidge to investigate the question of teachers' salaries.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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The people have had a year of peace. It has been marked not by sorrow at the departure of those who nobly served a cause great as America, but by joy at their return with righteousness victorious. The sense of loss has been tempered by the sense of gain from duty patriotically done.

With peace has come prosperity. Burdens have been great, but the strength to bear them has been greater. The condition of those who toil is higher, better, more secure than in all the ages past. Out of the darkness of great conflict has appeared the vision nearer, clearer than ever before of a life on earth less and less under the deadening restraint of force, more and more under the vitalizing influence of reason. Moral power has been triumphing over physical power. For satisfaction with present conditions there is every evidence, every reason deep and enduring, for discontent there is only the purpose of those who wish to advance the cause of public enemies.

For peace, for prosperity, for present attainment, for future hope, for the power to know and the resolution to do the right, for the peace of mind that has come from duty done, in accord with custom for centuries past, when Massachusetts was weak, and not forgotten now when she is strong, for these bounties, for this vision,

**Thursday, November 27, 1919**

is hereby set apart as

**A Day of Thanksgiving and Praise**

for giving thanks to "the Giver of every good and perfect gift," for giving praise to those who have done His works, in prayer for a strength to see, for a purpose to endure, may the people of this Commonwealth, as through all generations of her history, mark and observe this day.



Given at the Executive Chamber, in Boston, this thirteenth day of November, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America, the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor, with advice of Council.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*



## **The Commonwealth of Massachusetts.**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

---

### **A PROCLAMATION.**

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*Whereas*, The Constitution of the Commonwealth provides that "the Governor, with the advice of Council, shall have full power and authority," during the recess of the General Court, "to call it together sooner than the time to which it may be adjourned or prorogued, if the welfare of the Commonwealth shall require the same;" and

*Whereas*, The Street Railway Commission, created by chapter 359 of the General Acts of the present year to investigate and study the street railway situation in this Commonwealth, has filed its report, pursuant to said act; and

*Whereas*, The street railway situation in this Commonwealth is such that immediate consideration by the General Court of the report of said commission is necessary and expedient; and

*Whereas*, Because of the emergency which has occurred requiring the use of large numbers of the State Guard in the city of Boston, expenses have been incurred for which an appropriation is necessary; and

*Whereas*, The existing high cost of living has created with reference to the compensation received by the teachers in the public schools of the cities of this Commonwealth, in which the amounts that may be appropriated for school purposes are limited by law, a necessity that consideration should be given by the General Court to the question of whether provision should be made that would allow for an adjustment of the present salaries paid to such teachers,

and money provided for other municipal expenses, especially in Boston; and

*Whereas*, It seems appropriate properly to recognize in the forthcoming celebration of the three hundredth anniversary of the landing of the Pilgrims the historical importance of the town of Provincetown; and whereas, in connection therewith it appears that the improvement and maintenance of the approaches to the Pilgrim Monument at Provincetown require an expenditure of \$50,000, for which no appropriation has been made;

*Now, therefore*, Believing that the welfare of the Commonwealth requires, I hereby make proclamation to the members of the General Court of Massachusetts, calling them to assemble in the State House at Boston on the eighteenth day of November, 1919, at 11 o'clock in the forenoon, to the end that action may be taken upon the foregoing matters, and upon such other matters as shall be deemed meet and proper.



Given at the Executive Chamber, in Boston, this fifteenth day of November, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor, with advice of Council.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## MESSAGE RELATIVE TO LEGISLATION TO BE CONSIDERED AT SPECIAL SESSION.

EXECUTIVE DEPARTMENT, BOSTON, November 18, 1919.

*To the Honorable Senate and House of Representatives.*

The Street Railway Commission, created the present year to investigate the street railway situation, has filed its report with recommendations. That report is before you. The able discussion in the report makes comment here unnecessary. You ought to be able to find in it a plan for giving transportation at a fair price with an equitable distribution of the burden of meeting the cost.

On September 9, last, large numbers of the police of Boston, acting in concert, abandoned their posts of duty. Immediately thereafter rioting and disorder broke out to such an extent that it became necessary to call out the State Guard to restore and preserve order. During the period of recruiting the police considerable numbers of the Guard have been kept in active service. This emergency has resulted in expenses being incurred for which an appropriation must be made. The State Guard called upon to perform this service have responded in a most satisfactory and loyal way. They merit the gratitude and commendation of the people of this Commonwealth. The compensation allowed by law is \$1.55 per diem, with food, quarters and equipment. They have met their obligation to the Commonwealth. The Commonwealth should meet its obligation to them. I recommend each member of the State Guard receiving less than \$3 per diem be paid an additional sum so that his compensation shall be \$3 per diem, also an appropriation for said expenses.

The amount of money raised by taxation and devoted to school and other municipal purposes in Boston and in other of our cities is limited by law. It is insufficient to meet the

present requirements. I recommend that authority be granted the city of Boston, and other cities, to increase the amount which may be raised by taxation for school and other municipal purposes.

I recommend that an appropriation of \$50,000 be made to be expended by the Pilgrim Tercentenary Commission in connection with the forthcoming celebration of the three hundredth anniversary of the landing of the Pilgrims at Plymouth Rock, suitable to recognize the historical importance of Provincetown and to maintain and improve the approaches to the Pilgrim Monument at Provincetown.

The shortage of sugar and other commodities has entailed unexpected expense on the Special Commission on the Necessaries of Life. I recommend that a further appropriation of \$10,000 be made for the use of this Commission.

I recommend that an appropriation be made for the compensation of members of the General Court for attendance at the special session.

I recommend that authority be granted to the Governor and Council to provide quarters at the State House for the American Legion.

For legislation see General Acts, 1919, chapters 365, 366, 367, 368, 369, 370, 371; Special Acts, 1919, chapters 244, 245, 246, 247, 248, 249, 250, 251, 252.

## STATEMENT RELATIVE TO STREET RAILWAY LEGISLATION.

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December 13, 1919.

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The General Court is showing a real desire to furnish a remedy for our street railroad difficulties. The street railroad is the chief means of transportation for the working people of this Commonwealth. It is a public necessity of the first importance. Without it the transaction of business as now conducted would cease. If the cost of operation were met by the car rider transportation would be on a sound basis. That cost has now become prohibitive in many instances. But transportation is none the less a public necessity, like schools, highways and public lighting. If it cannot be paid for by the car rider the expense must be met by the remission of taxes or by a contribution from the public treasury.

The special commission has made a thorough and exhaustive study and proposed not radical but moderate remedies. It is the plain duty of the General Court to adopt such remedies as are proposed to furnish money for the operation of transportation. I have never seen a General Court of Massachusetts that was unable to find a solution for difficult problems, or that lacked the courage to apply a remedy when one has been found. Transportation must be paid for. There is no source from which payment can be made except by the public. There is no use in dodging the issue, and it may as well be honestly stated that providing a reasonable street car system for those who must use that mode of travel means the placing of an additional burden on the public. There is no escape from the duty of those in authority to find where this additional burden can best be borne, and there impose it. There is no other honest solu-

tion of the problem. It seems clear that one of the things that ought to be done is the purchase of the Cambridge subway for the relief of the metropolitan district. There ought to be additional regulations over the use of jitneys. There ought to be relief from the payment of taxes which amount to a charge for the use of the public highways.

For twenty years or more it has been the policy of Massachusetts to have subways publicly owned. I can see no less burdensome method for the public to come to the rescue of the car riders than the purchase of the Cambridge subway. It is altogether time to face these problems squarely. It is for the public to determine whether they desire a continuation of street car service, with a clear understanding that if they have the service they must and ought to pay for it. I believe it is the duty of those in authority to provide transportation, and it was with that in view that I recommended the appointment of a commission, and it is with that in view that I am now urging the adoption of the remedial features of the report of that commission at a special session of the General Court of Massachusetts.

**MESSAGE RELATIVE TO TERM OF BONDS ISSUED  
TO MEET EXPENDITURES OF STATE GUARD.**

EXECUTIVE DEPARTMENT, BOSTON, December 16, 1919.

*To the Honorable Senate and House of Representatives.*

In accordance with the duty imposed upon the Executive by the Constitution, I recommend that bonds or certificates of indebtedness sufficient to meet expenditures incident to calling the State Guard for duty in the city of Boston and for the funding of said expenses, not to exceed \$3,000,000 be upon the serial payment plan and for the term of ten years. If notes are issued in anticipation of such permanent bonds or certificates, then they be for not exceeding four months.

For legislation see General Acts, 1919, chapter 367.

**MESSAGE RELATIVE TO TERM OF BONDS ISSUED  
TO MEET EXPENDITURES IN THE PURCHASE  
OF THE CAMBRIDGE SUBWAY.**

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EXECUTIVE DEPARTMENT, BOSTON, December 17, 1919.

*To the Honorable Senate and House of Representatives.*

A bill now pending in the General Court provides that the Commonwealth shall issue bonds for the purchase of the Cambridge subway. Under the provisions of Article LXII of the Amendments to the Constitution, the Executive must recommend to the General Court the term for which loans shall be contracted. I accordingly recommend that if this bill is enacted the bonds to be issued thereunder be for a term of fifty years.

For legislation see General Acts, 1919, chapter 369.



## INAUGURAL ADDRESS.

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**Delivered in the House of Representatives, January 8, 1920.**

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**MEMBERS OF THE GENERAL COURT:** — The past always limits and directs the future. Recent years have been marked by much change and great progress. It has been a time requiring great effort. To discharge paramount duties great obligations have been incurred. During the past year the Constitution of the Commonwealth has been revised. The entire executive administration has been re-organized. A forty-eight hour week has been established. The problems of reconstruction have been solved. Disloyal speech and action has been prohibited. Profiteering has been curbed. Transportation has been relieved. A great forward step has been taken in education. No one year has ever witnessed like accomplishments. Considered as a whole it has been stupendous. The commitments of the Commonwealth must be met, the various departments supported and strengthened, the public security maintained, the organism of government must continue to grow, but new enterprises should be undertaken only in case of the most urgent public necessity. In general, it is a time to conserve, to retrench rather than to reform, a time to stabilize the administration of the present laws rather than to seek new legislation. Not law, but perseverance and patience.

It is not to be understood that additional legislation will never be required. The future will require it. But it is the present that must be considered. This Commonwealth is less in need of new laws than ever before. The greatest benefit you can confer is the speedy making of necessary appropriations, adjustment of some details, and adjournment. This is not criticism. The completeness of the laws

reflects the ability and accomplishments of the General Court. You can display no greater wisdom than by resisting proposals for needless legislation.

### ECONOMY.

It is not a policy of recession that is proposed but a policy of conservation. All progress is the result of economy. In this the government ought always to lead. At a time of national peril economy has a different meaning than at a time of security. We have encountered and overcome our peril. But there is a tendency to maintain the same lavish expenditure. Government expenses must now be reduced from a war to a peace basis.

This must be done in the first place because the resources with which to meet taxation are dangerously near the point of exhaustion. There is a limit to the taxing power of a State beyond which increased rates produce decreased revenue. If that be exceeded intangible securities and other personal property become driven out of its jurisdiction, industry cannot meet its less burdened competitors, and no capital will be found for enlarging old or starting new enterprises. Such a condition means first stagnation, then decay and dissolution. There is before us a danger that our resources may be taxed out of existence and our prosperity destroyed.

Another and most important consideration, a fact that cannot be controverted, is that taxes have to be paid by the public. They cannot be imposed on any class. There is no power that can prevent a distribution of the burden. The landlord may be the one who sends a check to the public treasury, but his tenants nevertheless make the payment. A great manufacturer may contribute a large share of his income, but still the money comes from the consumer. Taxes must and do fall on the people in whatever form or name they are laid. There is no other source rich enough or powerful enough to meet the public requirements. It is useless to delude ourselves, and fraudulent to attempt to delude others, with the claim that the public revenues are or can be derived from any source save the people themselves. Prop-

erty cannot long be taxed. It can be confiscated. Ultimately it is always the user of property that is taxed. In Massachusetts the users of the property are the people. The taxes are paid by the people.

It is impossible to escape the conclusion that high taxes make high prices. So long as the cost of government is high the cost of living will be high. This is usually a source of misunderstanding and always a source of discontent. The duty that government now owes to the people is to reduce their burdens by paying off the obligations that came from the war rather than imposing additional burdens for the support of new projects. The Commonwealth needs a double portion of the civilizing influence of conservation and economy. Having met our war obligation to pay, let us meet our peace obligation to save.

#### PUBLIC HEALTH.

Along with economy of resources should go conservation of the public health. The physical well-being of a people is the foundation for all advancement. Lack of bodily vigor is the beginning of a State's decadence in all things. With a people in a sound physical condition all things are possible. Great progress has been made in medical science and skill, and relief has been found from many of the terrors of disease. But too little attention has been given to full bodily development, which after all is not a matter of accident, of heredity or environment, but of intelligent training. This work should be attacked with great vigor in all our schools. We cannot breed a race of weaklings and hope to survive in any of the world competitions.

It has, besides, a moral aspect. The unsound social and economic theories which deluge the earth from time to time are not the progeny of stalwart men and women. Sound bodies do not breed that kind of unsound doctrines. Along with a vigorous training for physical development should go a teaching to think healthful thoughts. For after all it must be remembered that "as a man thinketh in his heart so is he."

### MOTHERHOOD.

For some years Massachusetts has been committed to the policy of aiding children by assisting the mother to care for them. This has proved to be a wise and beneficial policy. Institutional and family care have much to commend them, but no mother should be parted from her children on account of poverty alone. This policy may well be extended in its scope to the giving aid, nursing and medical care to needy expectant mothers. Motherhood should be honored, childhood protected. I earnestly recommend the extension of this relief through the same or like agencies as now administer mothers' aid. In our desire to assist those who come from other shores we must not neglect the native born. Coming into the royal estate of every American he should have a royal welcome. It was the wise men who bore gifts. A wise Commonwealth will not be neglectful of the days of nativity.

### EDUCATION.

The main product and sole reliance of this Commonwealth is the intelligence of her citizens. Her universities and colleges, her public and private schools, her libraries and literary societies have been unexcelled as a source of education, technical and vocational training, and the spreading of general intelligence and information. That position must not be diminished.

In our past solicitude for the pupil we have neglected the teacher. In honor and in compensation the profession of teaching is coming to be surpassed by commercial and industrial employment. This has resulted in diminishing the attendance of our normal schools by one-third, and will soon make impossible the securing of trained instructors of our youth. The ancient respect for our schools and for learning cannot be continued unless that respect attach to the persons of those who there teach and lead. The value of education itself is diminished unless it can be received in an attitude of reverence. Unless the teacher amounts to something the pupil will not amount to anything. No talent is too high for education, no price too great for understanding.

The beginning of the remedy lies in increased compensation for our teaching force. I recommend that this be provided by law. It will be found that the public estimation will follow the public treasure.

#### PUBLIC SECURITY.

No government can endure that does not amply provide for the public security. Its first line of defence is the police. Although, for the most part, they are appointed and maintained by the cities and towns, they are public officers; they represent the authority of the Commonwealth. Heretofore they have stood in a relatively better position as regards compensation than now. They must receive something more than the prevailing rate of wages in the industries to maintain their position and be commensurate with the grave responsibilities they assume and discharge. They are entitled to fair treatment in the matter of quarters, duty and promotion. Unless promotion be made on merit and adequate quarters and salary provided by the cities and towns I recommend that a remedy be provided by legislation.

The police of Massachusetts have never failed, except for the Boston incident, which is too well known to need rehearsal or comment. That incident appears to be closed. A new force is in office. You will have before you the report of the Commissioner, Edwin U. Curtis. As you consider his recommendations you will remember that but for his judgment and courage the control of the police of Boston would not now be determined solely by the laws of the Commonwealth.

#### MILITIA.

The Commonwealth has never been without a force of trained and equipped soldiers. At present that force consists of the State Guard and a skeleton organization designed to continue the name and traditions wherever desirable of our overseas units. The State Guard did duty recently in Boston for about one hundred days. The other force was held in readiness for any call. Plans are under way for a consolidation of these forces into a new volunteer militia,

which will be federalized that it may be equipped by the national government.

The State Guard came to the rescue of the government and restored order in Boston. That order once restored was maintained to perfection. The officers and men under most trying circumstances met every duty. They gained and held the confidence, respect and gratitude of the people of Boston. They were assisted for a time by a volunteer police which was under the authority of the city. The State Guard was under the authority of the Commonwealth. Many of them were business and professional men, many were wage earners. All made a great sacrifice, and made it with a spirit of patriotism that must be recognized. I therefore recommend that the city of Boston be authorized to incur expense for a medal or certificate for its volunteer police, and that each member of the guard serving in Boston be given a medal or certificate in token of his loyalty to his Commonwealth and his determination to support and defend his government.

#### VETERANS.

There are among us, our pride and our glory, veterans of three wars. Massachusetts has done more for her returning service men than all that has been done by all the other States of the Nation. Her admiration and solicitude for those who have worn the uniform of America does not wane, but ever increases. The relief of those who may be incapacitated and of their dependents calls forth her most jealous watchfulness and care. I recommend a continuation of appropriations for such relief. The State that neglects its defenders is unworthy of being defended.

#### AGRICULTURE.

Our population is in the main industrial, but the products of our soil reach a very substantial figure, probably well over one hundred millions of dollars. There is no better opportunity for raising citizens than on the farm. Every encouragement should be extended to the farmers. In particular, his keeping of domestic animals should be stimulated. Our

efforts should be directed to the prosperity of the men now on the farms. We have some untilled soil. But if the present farmer is made successful and prosperous, if the rewards of his labors are made secure, there will be no lack of others to enter the field and use all available land. It would be of little advantage to the man who has his life's savings invested in his farm to have another establishment set up at public expense to compete with him. It is fundamental that the way to assist an enterprise is to assist the people engaged in the enterprise. Make the farmer succeed and the success of farming is established. Facilities for this purpose are already provided. Let a continuing appropriation insure their continued functioning.

#### CODIFICATION.

There will shortly be laid before you the report of the Commission on the Codification of the Laws. It represents a vast amount of labor. There is every reason to suppose it will be accurate, complete and satisfactory. The profession, the public and the Bench eagerly await the opportunity to use this revision. Its adoption means certainty where now is doubt, precision where now there is obscurity. I most earnestly urge that an appropriation be at once made for its completion, and this report be adopted at an early date of the present session.

#### HUMANIZE GOVERNMENT.

It is pre-eminently the province of government to protect the weak. The average citizen does not lead the life of independence that was his in former days under a less complex order of society. When a family tilled the soil and produced its own support it was independent. When it produces but one article, and that in a plant owned by others, it is dependent. It may be infinitely better off under the latter plan, but it is evident it needs a protection which before was not required. Let Massachusetts continue to regard with the gravest solicitude the well-being of her people. By prescribed law, by authorized publicity, by informed public opinion let her continue to strive to provide that all condi-

tions under which her citizens live are worthy of the high estate of man. Healthful housing, wholesome food, sanitary working conditions, reasonable hours, a fair wage for a fair day's work, opportunity full and free, justice speedy and impartial and at a cost within the reach of all, are among the objects not only to be sought but made absolutely certain and secure. Government is not, must not be, a cold impersonal machine, but a human and more human agency, appealing to the reason, satisfying the heart, full of mercy, assisting the good, resisting the wrong, delivering the weak from any impositions of the strong. Massachusetts is committed to this and will strive consistently for its complete realization. This is not paternalism. It is not a servitude imposed from without, but the freedom of a righteous self-direction from within.

#### ECONOMIC DISCONTENT.

During this year we shall celebrate the three hundredth anniversary of the settlement of Massachusetts. The Pilgrims came filled with a noble discontent. They sought to improve their condition. Their efforts have been successful. Compare the bleak shore on the edge of the wilderness with the present abounding plenty of a replete civilization. They have not been unmarked by history.

Industrially a great change has been wrought since their day. Human nature has not changed. It is constant. It will not change. Man always functions true to his nature. Our Commonwealth was not settled for the paramount purpose of material prosperity. It was recognized to be desirable and desired, but as a means, not as an end. Their faith was not in environment, but in men.

During the world war it was proclaimed that our cause was the cause of the people; that success meant their success and their welfare. We are confronted with an attempt to translate this success entirely into material prosperity; there are associations of all kinds of people whose main object is to secure more money for their members. There is a supposition that by some means mankind can hereafter succeed with the expenditure of little or no effort. These efforts and



sentiments are not peculiar to any class. They have their representatives in all quarters.

A great money prosperity abounds. In accordance with what had for years been so loudly proclaimed many supposed that in such prosperity they would find complete satisfaction. In this they have been, of course, sorely disappointed. They now think if they could get more they would find the satisfaction that has thus far eluded them. This lies at the basis of the present discontent. Prosperity must be sought, but it does not cure discontent.

Some say our economic and wage systems are all wrong. They would apply some other principle. They are not wrong. They may have been used wrongfully. It is the conception of them and their purpose that is wrong. We are suffering from a shortage of all kinds of materials. The only remedy is to put more effort, not less, into production. If we want more coal and wheat and sugar we shall get it by giving more cloth and shoes and machinery. Changes in prices will give no ultimate relief. Shortage is met only by saving and production. Men have learned very well how to get; they need to be encouraged to save.

Saving and production govern distribution. Greater distribution comes from greater capital. If we can produce and save, economic law distributes. No power can prevent it. Capital must accrue to the use of the people or it perishes. The shop, the railroad, the bank are all for the use of the people. Even the millionaire finds he must, for his own satisfaction, turn over his art gallery to the public. We cannot help the people by denouncing these fundamental principles for their delight, but by teaching them for their advantage. It is time to discard fictions and bring forward realities.

We need to change our standards, — not of property but of thought. We need to stop trying to be better than some one else, and start doing something for some one else. If we put all the emphasis on our material prosperity, that prosperity will perish, and with it will perish our civilization. The best that is in man is not bought with a price. To offer money only is to appeal to his weakness not his strength.

Man is more than of the earth. He will not find his satisfaction in things that are of the earth earthy. Employer and employed must find their satisfaction not in a money return, but in a service rendered; not in the quantity of goods, but the quality of character. Industry must be humanized not destroyed. It must be the instrument not of selfishness but of service. Change not the law but the attitude of the mind. Let our citizens look not to false prophets but to the Pilgrims; let them fix their eyes on Plymouth Rock as well as Beacon Hill. The supreme choice must be not the things that are seen but the things that are unseen.

#### PUBLIC WILL.

Our government belongs to the people. Our property belongs to the people. It is distributed. They own it. The taxes are paid by the people. They bear the burdens. The benefits of government must accrue to the people; not to one class but to all classes, to all the people. The functions, the power, the sovereignty of the government must be kept where they have been placed by the Constitution and laws of the people. Not private will, but that public will, which speaks with a divine sanction, must prevail.

#### LAW AND ORDER.

There are strident voices urging resistance to law in the name of freedom. They are not seeking freedom even for themselves—they have it; they are seeking to enslave others. Their works are evil. They know it. They must be resisted. The evil they represent must be overcome by the good others represent. These ideas which are wrong, for the most part imported, must be supplanted by ideas which are right. This can be done. The meaning of America is a power which cannot be overcome. Massachusetts must lead in teaching it. Prosecution of the criminal and education of the ignorant are the remedies.

It is fundamental that freedom is not to be secured by disobedience to law. Even the freedom of the slave depended on the supremacy of the Constitution. There is no mystery

about this. "They who sin are the servants of sin." They who break the laws are the slaves of their own crime. It is not for the advantage of others that the citizen is adjured to obey the laws, but for his own advantage. What he claims a right to do to others, that must he admit others have a right to do to him. His obedience is his own protection. He is not submitting himself to the dictates of others, but responding to the requirements of his own nature. Laws are not manufactured, they are not imposed; they are rules of action existing from everlasting to everlasting. He who resists them resists himself; he commits suicide. The nature of man requires sovereignty. Government must govern. To obey is life. To disobey is death. Organized government is the expression of the life of the Commonwealth. Into your hands is entrusted the grave responsibility of its protection and perpetuation.

## MESSAGE RELATIVE TO PARDONS.

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EXECUTIVE DEPARTMENT, BOSTON, January 9, 1920.

*To the Honorable Senate and House of Representatives.*

I have the honor to herewith present, in compliance with chapter 50 of the Resolves of 1860, a report of the seven pardons issued by the Governor, with the advice of the Council, during the year of my administration just closed.

Of the number thus released, four were in the State Prison and three in houses of correction. Fatal illness was the reason for the discharge of one.

For description of pardons see Senate, No. 3, 1920.

## MESSAGE SUBMITTING BUDGET RECOMMENDATIONS.

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EXECUTIVE DEPARTMENT, BOSTON, January 16, 1920.

*To the Honorable Senate and House of Representatives.*

In compliance with the provisions of the Constitution, which provides that "within three weeks after the convening of the General Court the Governor shall recommend to the General Court a budget," I submit herewith my budget recommendations, showing probable requirements for the expenditures of \$39,300,000. The total estimated available receipts fall short by \$13,313,720.16 of meeting this amount. I recommend a State tax of not more than \$12,000,000. Any additional revenue necessary through requirements of this budget or by action of the Legislature on its own initiative should, in my opinion, be provided by special taxes upon present taxable sources other than cities and towns, or by levying such new taxes or excises as the General Court may deem advisable.

For detail of budget recommendations see House, No. 1000, 1920.

For legislation see Acts, 1920, chapter 225.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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*Whereas*, The seventeenth day of January marks the day that there was born in Boston, Mass., Benjamin Franklin, who by precept and example became a teacher of the virtue of thrift; and

*Whereas*, In recognition of the principle that thrift and economy lie at the basis of civilization, the Young Men's Christian Association, with the support of the Treasury Department of the United States and many commercial and educational organizations, is planning a National Thrift Week, to extend from January 17 to January 24; and

*Whereas*, The time has arrived for saving by the people in order to discharge the obligations of the war, in order to provide additional capital with which to meet the demands for greater production, in order to strengthen the character of our citizenship by the exercise of self-control and self-denial, in order that the people of the Commonwealth may not be owned and controlled by the property of the Commonwealth, but that the people of the Commonwealth may own and control the property of the Commonwealth, in order that there may be a deeper realization that extravagance is wrong and that thrift is right;

*Now, therefore*, I, CALVIN COOLIDGE, Governor of the Commonwealth of Massachusetts, hereby designate the week aforesaid to be

**National Thrift Week**

and earnestly recommend to all civil authorities the desirability of acting in co-operation with all private citizens and civic organizations in the making and perfecting of plans to encourage, promote and secure thrift and saving on the part of all citizens of this Commonwealth in the discharge of their paramount public duty.



Given at the Executive Chamber, in Boston, this sixteenth day of January, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

**MESSAGE RELATIVE TO PURCHASE OF LAND BY  
UNITED STATES GOVERNMENT AT POINT  
ALLERTON IN THE TOWN OF HULL.**

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EXECUTIVE DEPARTMENT, BOSTON, January 30, 1920.

*To the Honorable Senate and House of Representatives.*

I am enclosing a communication from the Secretary of War, asking that legislation be granted the United States government to acquire by purchase or condemnation the lands and contiguous riparian and water rights situate at Point Allerton for government purposes.

Also enclosed herewith is a draft of legislation sent by the Secretary of War, together with a blue print, and a letter from the department having charge of our public lands that the request of the War Department is a proper one.

I urge that you take such action as you deem expedient.

For communication mentioned see House, No. 1244, 1920.

For legislation see Acts, 1920, chapter 189.



## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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The first duty of a government is to be true to itself. This does not mean perfection. It means a plan to strive for perfection. It means loyalty to ideals. The ideals of America were set out in the Declaration of Independence and adopted in the Constitution. They did not represent perfection attained but perfection planned. The fundamental principle was freedom. The fathers knew this was not yet apprehended. They formed a government firm in the faith that it was ever to press toward this high mark.

In selfishness, in greed, in lust for gain, it turned aside. Enslaving others it became itself enslaved. Bondage in one part consumed freedom in all parts. The government of the fathers ceasing to be true to itself was perishing.

That this dear land of ours might be returned to the house of its fathers, "that this Nation under God might have a new birth of freedom," a man child was born on February 12, 1809. Men called his name Abraham Lincoln. He was the incarnation of what America was to be. Through him the Almighty bestowed upon the Nation a new birth of freedom.

In witness of her reverence for this great mercy, in testimony of her determination that our country shall ever remain true to herself, the Commonwealth of Massachusetts has by ordinance decreed the observance of that birthday.

Now, therefore, I, CALVIN COOLIDGE, Governor of the Commonwealth of Massachusetts, by authority of law, hereby set aside Thursday, February 12, current, as

**Lincoln Day**

and enjoin its observance by her citizens as becomes the beneficiaries of a life of surpassing service, that being wise in his wisdom and gentle in his gentleness, they may take new resolution to hold our government true to itself forever.



Given at the Executive Chamber, in Boston, this fifth day of February, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## CONFERENCE OF THE GOVERNORS OF THE NEW ENGLAND STATES RELATIVE TO THE FUEL SITUATION.

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Prior to the conference, on February 6, 1920, the following telegram was sent: —

HONORABLE WALKER D. HINES, *Director-General of Railroads, Washington, D. C.*

The fuel condition in Massachusetts and throughout New England is becoming very acute. We are threatened with an immediate serious shortage which will be disastrous. Not the least of our difficulties is the seizing of coal destined for this region by railroads while in transit. Over this we very much desire that you exercise your authority to provide an adequate remedy. The situation is one of great urgency.

CALVIN COOLIDGE,  
*Governor of Massachusetts.*

On February 16, 1920, a conference was held in the Governor's office, State House, and after a general discussion of the New England fuel situation the following telegrams were sent: —

HONORABLE WALKER D. HINES, *Director-General of Railroads, Washington, D. C.*

The public utilities of southern New England have always secured their coal from barges loading from New York piers going through the Sound to a large and essential extent. Under an order issued February 6, we believe from the office of the regional director in Philadelphia, New York public utilities are given priority, which means in effect that no coal can reach southern New England except by rail, which is entirely inadequate now. It is requested that this order be modified, and that barges which have been compelled to wait be advanced so as to make

up for lost time, and that hereafter barges be loaded in their regular order. We refer entirely to coal destined for our public utilities. Hampton Road coal does not move into the Sound ports because the vessels draw too much water.

CALVIN COOLIDGE, *Governor of Massachusetts.*  
 CARL E. MILLIKEN, *Governor of Maine.*  
 JOHN H. BARTLETT, *Governor of New Hampshire.*  
 PERCIVAL W. CLEMENT, *Governor of Vermont.*  
 R. LIVINGSTON BEECKMAN, *Governor of Rhode Island.*  
 MARCUS H. HOLCOMB, *Governor of Connecticut.*

Honorable JOSEPHUS DANIELS, *Secretary of the Navy, Washington, D. C.*

Owing to the present inability of the railroads, due to bad weather and the lack of ships on the part of the Shipping Board, it is impossible to provide sufficient coal for New England. Is it not possible to use some of the colliers belonging to the navy for this necessary purpose? We have understood that the naval collier "Jason" is now at Hampton Roads, and perhaps could be diverted to this purpose for several trips. The condition is so serious that the New England Governors are in conference seeking relief.

CALVIN COOLIDGE, *Governor of Massachusetts.*  
 CARL E. MILLIKEN, *Governor of Maine.*  
 JOHN H. BARTLETT, *Governor of New Hampshire.*  
 PERCIVAL W. CLEMENT, *Governor of Vermont.*  
 R. LIVINGSTON BEECKMAN, *Governor of Rhode Island.*  
 MARCUS H. HOLCOMB, *Governor of Connecticut.*

*To the New England Senators and Representatives in Congress and John Barton Payne.*

*Resolved,* That the consideration which the Shipping Board has given to the requirements of New England in the past is very much appreciated, and they are entitled to the thanks of the people of New England for the assistance they have rendered. It is apparent that the railroad facilities are not adequate to supply us with coal, and under the present stress of weather and with the present facilities this inadequacy is very much intensified, all of which makes it the more necessary to depend on water transportation. The number of ships provided for this by you at the present time does not appear to be sufficient. It is respectfully urged

that every effort be made to provide more ships in order to give relief to what is growing into the condition of being the greatest shortage New England has experienced.

CALVIN COOLIDGE, *Governor of Massachusetts.*  
 CARL E. MILLIKEN, *Governor of Maine.*  
 JOHN H. BARTLETT, *Governor of New Hampshire.*  
 PERCIVAL W. CLEMENT, *Governor of Vermont.*  
 R. LIVINGSTON BEECKMAN, *Governor of Rhode Island.*  
 MARCUS H. HOLCOMB, *Governor of Connecticut.*

*To The President, White House, Washington, D. C.*

*Resolved*, There being a great shortage of coal throughout New England, due in large part to the lack of transportation facilities on land and by water, which shortage would be greatly increased in case the present export regulations exercised under section 25 of the Food and Fuel Control Act, sometimes referred to as the Lever Act, should lapse, it is the judgment of the Governors of the New England States and their representatives that the control of the export of bituminous coal now vested in the Railroad Administration should not be allowed to lapse when this administration goes out of existence on February 29, but that Federal control of bituminous exports should be continued by an order of the President vesting in some government official the same authority as is now exercised by the Railroad Administration by its system of export licenses.

CALVIN COOLIDGE, *Governor of Massachusetts.*  
 CARL E. MILLIKEN, *Governor of Maine.*  
 JOHN H. BARTLETT, *Governor of New Hampshire.*  
 PERCIVAL W. CLEMENT, *Governor of Vermont.*  
 R. LIVINGSTON BEECKMAN, *Governor of Rhode Island.*  
 MARCUS H. HOLCOMB, *Governor of Connecticut.*

For further information see newspapers of these dates.

## MESSAGE RELATIVE TO A BOND ISSUE TO TAKE UP OUTSTANDING NOTES ON "SOLDIERS' BOUNTY."

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EXECUTIVE DEPARTMENT, BOSTON, February 17, 1920.

*To the Honorable Senate and House of Representatives.*

On account of high interest rates prevailing at the present time it does not seem wise for the Commonwealth to issue bonds to take up outstanding notes of \$10,000,000, issued for the purpose of paying a bounty to those who had been in the service. These notes mature on the 1st of March next, and their payment must be met at that time. This makes it necessary, in the interest of conservative financing, to issue short-term bonds or notes or temporary notes to meet the obligations of the Commonwealth. It is therefore recommended that authority be granted to the Treasurer and Receiver-General, with the approval of the Governor and Council, to issue bonds or notes or temporary notes from time to time for said purpose, to run for a term not exceeding five years from the fifteenth day of July, 1919. It is further recommended that legislation substantially in the form of the accompanying bill be enacted, and that legislation under these recommendations be declared emergency legislation necessary for the immediate preservation of the public convenience.

For bill mentioned see House, No. 1288, 1920.

For legislation see Acts, 1920, chapter 51.

## ADDRESS OF WELCOME TO GENERAL JOHN J. PERSHING.<sup>1</sup>

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Delivered in the House of Representatives, February 25, 1920.

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MR. PRESIDENT, GENERAL PERSHING, GENTLEMEN OF THE CONVENTION: — You are gathered here this afternoon, Senators and Representatives of the Commonwealth of Massachusetts, to join in an official welcome to one of America's great soldiers. It is your privilege to welcome him to this old Commonwealth, to all that it stands for, to all that it has been in history, and to all that it now means to the Nation and to the world at large. It is an occasion altogether worthy of this assemblage, for you are welcoming a soldier that has commanded a larger American army than any other soldier in history. You are welcoming one who by his efforts and those of his comrades and those of our allies won a victory greater than any other victory since history began; not only great in the number of combatants engaged, but great in its results, so that it ranks above the great victories of the past in the result that it is to have upon human history in the future.

We welcome him here as representatives of the civic life of Massachusetts. We welcome him here as representative of those 200,000 men and women in this Commonwealth who were his comrades in arms during the great war. We welcome him for what he represents and for the accomplishments he has secured to America and to all the world.

It was understood, when he accepted the invitation to come to Massachusetts, that he was not to be overburdened

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<sup>1</sup> Before a convention of the Honorable Senate and the House of Representatives.

with requests to speak to our fellow citizens, but he has graciously consented to come before this convention, and he has graciously consented to speak a few words to you in appreciation of your gathering here and of the reception that you have tendered him, and I take great pleasure in presenting the General of the American Army, John J. Pershing.

For further information see newspapers of February 25 and 26, 1920, and House and Senate Journals for February 25, 1920.



## MESSAGE RELATIVE TO ESTIMATED RECEIPTS IN CONNECTION WITH BUDGET RECOMMENDATIONS.

EXECUTIVE DEPARTMENT, BOSTON, March 4, 1920.

*To the Honorable Senate and House of Representatives.*

I have to call your attention to certain conditions relative to the estimated receipts for meeting recommended appropriations outlined in my budget recommendations of January 16, 1920, printed as House Document No. 1000, and summarized on page 32 of said document.

The Attorney-General of the Commonwealth has rendered an opinion that section 4 of Article LXII of the Amendments to the Constitution limits the purposes for which the anticipated receipt from the sale of the Boston dry dock may be used in such a way that it would be unconstitutional to carry out the plan suggested in the budget of offsetting said receipt by appropriations for permanent improvements.

I therefore submit a new balance between estimated receipts and recommendations for 1920, making certain changes in the summary for estimated receipts by eliminating the following items:—

Sale of dry dock, . . . . .	\$3,107,366 93
State tax, . . . . .	12,000,000 00
Balance to be provided by special tax, . . . . .	1,313,720 16
	\$16,421,087 09

and inserting other items, as follows:—

For paying bonds maturing in 1920 of the loan for the development of the port of Boston from receipts from the sale of the dry dock, . . . . .	\$250,000 00
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For an increase in the receipts from inheritance taxes, by the enactment of laws taxing the property located in this State of estates of deceased residents of other States, and by reviving for one year the provision in chapter 342 of the General Acts of 1919, as originally set forth in chapter 191 of the General Acts of 1918, levying an additional tax of 25 per cent on all inheritance tax rates then in force,	\$171,087 09
By imposing a special tax of one-half of 1 per cent upon the income of domestic and foreign corporations for the year 1919, substantially as set forth in sections 1 and 2 of chapter 342 of the General Acts of 1919,	2,000,000 00
For a State tax upon cities and towns,	14,000,000 00
<b>Total,</b>	<b>\$16,421,087 09</b>

The items for new taxes now proposed to be levied are definite and within the recommendations in my original budget, reading, "Any additional revenue necessary through requirements of this budget or by action of the Legislature on its own initiative should, in my opinion, be provided by special taxes upon present taxable sources other than cities and towns, or by levying such new taxes or excises as the General Court may deem advisable."

This recommendation is not now made definite for the purpose of limiting the action of the General Court to the taxable sources above enumerated, or to prevent the General Court from substituting other taxes should it appear to them desirable.

#### DISPOSITION OF RECEIPT FROM THE SALE OF BOSTON DRY DOCK.

In the disposition of the receipt from the sale of the dry dock to conform to the restrictions imposed by the Constitution, under the opinion of the Attorney-General of the Commonwealth, I have to recommend for your consideration that the sum of \$778,805.34 be returned to the account for receipts of the port of Boston fund to replace the sum appropriated from said receipts in 1918 to complete the dry dock. Of the remainder, \$250,000 has been covered by recommendation to

retire serial bonds for the development of the port of Boston loan maturing this year. Out of the balance remaining of \$2,078,561.59, I recommend that all, or a substantial portion, be set aside as a special fund, and that the Treasurer and Receiver-General be given authority to purchase under favorable conditions outstanding bonds issued for the development of the port of Boston, to be paid for from said special fund, and the bonds so purchased canceled, and that pending such purchase the Treasurer and Receiver-General be given authority to invest in other bonds or notes of the Commonwealth.

REVISED BALANCE BETWEEN ESTIMATED RECEIPTS AND RECOMMENDATIONS OF 1920.

*Estimated Receipts.*

FROM —	Estimated Receipts, 1920.
Legislative Department, . . . . .	\$900 00
Judiciary, . . . . .	50,100 00
Militia, . . . . .	16,800 00
Secretary's Department, . . . . .	326,500 00
Attorney-General's Department, . . . . .	3,500 00
Department of Agriculture, . . . . .	1,600 00
Department of Conservation, . . . . .	124,625 00
Department of Banking and Insurance, . . . . .	181,100 00
Department of Corporations and Taxation, . . . . .	38,900 00
Income Tax Division, . . . . .	403,960 00
Department of Education, . . . . .	543,700 00
Department of Civil Service and Registration, . . . . .	50,175 00
Department of Industrial Accidents, . . . . .	19,000 00
Department of Labor and Industries, . . . . .	30,000 00
Department of Mental Diseases, . . . . .	541,500 00
Department of Correction, . . . . .	57,300 00
Department of Public Welfare, . . . . .	182,600 00
Department of Public Health, . . . . .	157,700 00
Department of Public Safety, . . . . .	69,115 00
Department of Public Works, . . . . .	4,228,108 09
Department of Public Utilities, . . . . .	74,630 00
Miscellaneous: —	
Escheats, . . . . .	43,050 00
Interest, . . . . .	280,000 00
Other, . . . . .	20,000 00
Corporation taxes, . . . . .	7,690,000 00
Inheritance taxes, . . . . .	5,000,000 00
Bonds to be issued for expenses of Boston riot, . . . . .	\$3,000,000 00
Less payments made prior to December 1, 1919, . . . . .	1,605,540 67
	1,394,459 33
Surplus in certain sinking funds to be applied for paying serial bonds, . . . . .	800,000 00
Maturing bonds from receipt from sale of dry dock, . . . . .	250,000 00
Increased taxes on inheritances, . . . . .	171,087 09
Special tax on corporations, . . . . .	2,000,000 00
State tax, . . . . .	14,000,000 00
Port of Boston fund, to make good the deficit between appropriations of previous years and receipts into fund up to November 30, 1919, . . . . .	1,133,000 00
Reimbursement from receipts of bond issue for expenses of Boston riot paid prior to November 30, 1919, . . . . .	1,605,540 67
Total, . . . . .	\$41,468,950 18
Less estimated deficit in cash, November 30, 1919, . . . . .	2,188,950 18
Total, . . . . .	\$39,300,000 00

REVISED BALANCE BETWEEN ESTIMATED RECEIPTS AND RECOMMENDATIONS OF 1920 — *Concluded.*

*Recommendations and Authorized Expenditures.*

SERVICE OF —	Recommendations.
Legislative Department,	\$680,675 00
Judiciary,	809,448 00
Executive Department,	153,740 00
Military and naval affairs,	907,462 46
Others under Governor and Council:—	
Supervisor of Administration,	34,400 00
Armory Commission,	52,495 00
State and military aid,	39,520 00
State Library,	39,670 00
Superintendent of Buildings,	457,026 00
All others,	1,578,656 00
Department of the Secretary,	419,880 00
Department of the Treasurer and Receiver-General,	159,570 00
Department of the Auditor,	72,575 00
Unclassified accounts and claims,	491,294 30
Department of the Attorney-General,	67,000 00
Department of Agriculture,	124,082 00
Department of Conservation,	718,237 00
Department of Banking and Insurance,	322,200 00
Department of Corporations and Taxation,	251,195 00
Income Tax Division,	403,980 00
Department of Education,	3,831,743 84
Department of Civil Service and Registration,	138,030 00
Department of Industrial Accidents,	167,626 88
Department of Labor and Industries,	344,600 00
Department of Mental Diseases,	7,476,530 55
Department of Correction,	1,347,550 00
Department of Public Welfare,	4,110,195 50
Department of Public Health,	1,514,317 50
Department of Public Safety,	269,722 00
Department of Public Works,	5,664,300 00
Department of Public Utilities,	219,120 00
All others,	17,000 00
Total,	\$32,883,801 03
Sinking funds, serial bonds and notes,	1,858,947 74
Interest,	1,939,000 00
Deficiencies,	14,600 25
Total,	\$36,696,349 02
Appropriations passed by special session of 1919,	173,145 14
For such additional expense on account of Boston riot as may be necessary after December 1, 1919, <sup>1</sup>	1,394,459 33
Reserved for recommendations in the Governor's inaugural message and for supplemental budgets.	1,036,046 51
Total,	\$39,300,000 00

<sup>1</sup> This expense has been covered by authorization given under chapter 367, General Acts of 1919, for the issue of notes or bonds not exceeding \$3,000,000, and \$1,605,540.67 was paid, prior to November 30, 1919, out of money in the general fund; reimbursement of the general fund will be made upon receipt from the issue of bonds.

For legislation see Acts, 1920, chapter 225.

## MESSAGE RELATIVE TO MAKING THE COMMISSION ON FOREIGN AND DOMESTIC COMMERCE PER- MANENT.

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EXECUTIVE DEPARTMENT, BOSTON, March 16, 1920.

*To the Honorable Senate and House of Representatives.*

Under Acts of 1919, chapter 119, the Commission on Foreign and Domestic Commerce was temporarily established, to expire December 1 of the current year. This Commission has made a good deal of progress in organizing the New England States, and has secured the appointment and co-operation of representatives of all of these States. I feel that their work along this line has been a public benefit, and that it should be continued. I therefore recommend that the Commission be placed permanently under the Department of Labor and Industries, and that its work be continued in that Department with provision for reappointing its members.

It is further recommended that legislation to accomplish this purpose be enacted substantially in the form of the accompanying bill.

For bill mentioned see Senate, No. 401, 1920.

For legislation see Acts, 1920, chapter 514.

## MESSAGE RELATIVE TO AN APPROPRIATION FOR THE PILGRIM TERCENTENARY COMMISSION.

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EXECUTIVE DEPARTMENT, BOSTON, March 23, 1920.

*To the Honorable Senate and House of Representatives.*

There is pending before the Congress a report recommending an appropriation of \$400,000 for the celebration of the three hundredth anniversary of the landing of the Pilgrims, \$100,000 of which goes to the Provincetown Commission and \$300,000 to the Pilgrim Tercentenary Commission. The Commonwealth has appropriated \$50,000 for Provincetown and about \$300,000 for the Pilgrim Tercentenary Commission. It is the policy of the Congress not to exceed the amount appropriated by a State for such purposes. Those who have charge of the bill feel that if Massachusetts were to appropriate \$150,000 more for the use of the Pilgrim Tercentenary Commission the Congress would appropriate \$100,000 for the same Commission. That would make the appropriation by each \$500,000. The Pilgrim Tercentenary Commission finds that it cannot adopt its plan for the improvement and restoration of the water front around Plymouth Rock unless this appropriation can be secured. Otherwise it would have to improve a small portion of the shore and leave either side in an unsightly and undesirable condition. It is assumed that all that would be necessary would be for the Congress to know that if it brought its entire appropriation up to \$500,000 the Commonwealth would bring its appropriation up to an equal amount. It is probable that a provisional appropriation would be sufficient.

I therefore recommend an appropriation of \$150,000 for the observance of the three hundredth anniversary of the landing of the Pilgrims, to be expended under the direction of the Pilgrim Tercentenary Commission, for the general purposes of improving and restoring the shore and carrying out the plans of the Commission for the celebration at Plymouth.

## **The Commonwealth of Massachusetts**

BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

### **A PROCLAMATION.**

The laws of the Commonwealth of Massachusetts, having in their wisdom decreed that encouragement should be given to the planting of trees, shrubs and vines, particularly those attractive to birds, and to promoting forest grounds, places and ways by setting apart one day in each year for these industrial, artistic and humane purposes;

Now, therefore, I, CALVIN COOLIDGE, Governor of the Commonwealth of Massachusetts, do hereby designate Saturday, the twenty-fourth day of April,

#### **Arbor and Bird Day**

and I recommend that the Friday preceding be observed in rural and suburban schools by exercises appropriate to the day, and that the occasion be generally observed and commemorated by the planting of trees, shrubs and vines and the protection of bird life, in order that their beneficial influence may accrue to coming generations.



Given at the Executive Chamber, in Boston, this seventh day of April, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fourth.

**CALVIN COOLIDGE.**

By His Excellency the Governor.

**ALBERT P. LANGTRY,**

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

**MESSAGE RELATIVE TO LEASING TO THE UNITED STATES GOVERNMENT HOSPITAL ACCOMMODATIONS AT THE WORCESTER STATE HOSPITAL.**

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EXECUTIVE DEPARTMENT, BOSTON, April 14, 1920.

*To the Honorable Senate and House of Representatives.*

On representation of the Department of Mental Diseases that there are about two hundred war risk beneficiaries now in our public institutions, and that the United States government is desirous of leasing hospital accommodations for them and for others which are cared for at government expense in this Commonwealth, I recommend that authority be granted to lease a part of the Worcester State Hospital to the United States in order that this proposal may be carried out. I am advised that in the opinion of the Attorney-General the accompanying resolve would be a sufficient grant of authority.

For resolve mentioned see Senate, No. 489, 1920.

For legislation see Resolves, 1920, chapter 48.



**STATEMENT RELATIVE TO NEWSPAPER REPORTS  
OF VIOLENCE PLANNED FOR MAY DAY AGAINST  
THE GOVERNOR.**

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**April 30, 1920.**

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I have read the threats in the morning papers. Outside of that I have no information. Whatever menace it may have had is no doubt rendered harmless by reason of exposure. Threats are of no consequence. The life of one man, even though he hold an important official position, is not of supreme consequence. The orderly execution of the law will go on so long as I have any authority over it, and it has been amply demonstrated that Massachusetts will provide for its continuance whatever contingency may arise. Those who are attempting to destroy the liberty of others under the assertion that they are providing liberty for themselves could meet with no success in this Commonwealth, and should they expose themselves by action are sure to be overwhelmed.

## COMMUNICATION TO SCHOOL SUPERINTENDENTS REGARDING FARM LABOR BY SCHOOL BOYS.

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EXECUTIVE DEPARTMENT, STATE HOUSE, BOSTON, May 3, 1920.

The Commissioner of Agriculture reports that there is a greater shortage of farm labor in Massachusetts and in New England than at any time during the war.

Unless some relief is furnished food production will be greatly reduced, many farms not being worked at all and many others only to a limited degree.

For the past three years high school boys have greatly relieved the situation, and their services will be in even greater demand this season. With the co-operation of parents and school officials the Department of Agriculture could place hundreds of boys in good positions that would materially increase food production. Such boys would be placed on farms or in farm camps under proper supervision, following the plan carried out by the Massachusetts Committee on Public Safety during the war. I most earnestly urge your co-operation towards the securing of this important relief.

Very truly yours,

CALVIN COOLIDGE.

**MESSAGE RELATIVE TO THE CONSTRUCTION OF  
STUART STREET AND THE WIDENING OF ELIOT  
STREET IN THE CITY OF BOSTON.**

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EXECUTIVE DEPARTMENT, BOSTON, May 4, 1920.

*To the Honorable Senate and House of Representatives.*

In the passage of a bill entitled "An Act authorizing the construction of Stuart street and the widening of Eliot street in the city of Boston," a change was made, dividing the original section 1 into two sections, which affects unintentionally the provisions of the bill relative to the assessment of betterments against the interests of the city. It is therefore recommended that said bill be amended so that this error may be corrected by the enactment of legislation substantially in accordance with the bill herewith submitted.

It is further recommended that the word "authorized", in the fifth line of section 3 of chapter 312 of the acts of the current year, be stricken out.

For bill mentioned see House, No. 1687, 1920.

For legislation see Acts, 1920, chapter 465.

## MESSAGE VETOING A BILL TO REGULATE THE MANUFACTURE AND SALE OF BEER, CIDER AND LIGHT WINES.

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EXECUTIVE DEPARTMENT, BOSTON, May 6, 1920.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth a bill "To regulate the manufacture and sale of beer, cider and light wines," which is House, No. 38, is herewith returned without approval.

There is little satisfaction in attempting to deceive ourselves. There is grave danger in attempting to deceive the people. If this act were placed on the statute books of this Commonwealth to-day it would provide no beer for the people. No one would dare act upon it, or if any one did he would certainly be charged with crime. Similar laws in other States are to date ineffective. I am opposed to the practice of a legislative deception. It is better to proceed with candor. Wait until the Supreme Court of the United States talks.

The proper authorities have declared the Eighteenth Amendment to the United States Constitution adopted. Under it Congress has passed legislation. Should the claim that the amendment is void be sustained, our present high license law remains in effect, and this act then will be a dead letter. No one would defend it. Should the act of Congress be declared void, then let Congress pass a new law. No one can say this act does not now or will not in the future conflict with United States law. It does not even pretend to be an act to enforce the Eighteenth Amendment. By the solemn adoption of an amendment to the fundamental law of the land jurisdiction over this subject has been placed in Congress. It ought to be left there until it is declared with equal solemnity by the Supreme Court that such amendment is void.

When I took office I gave an oath to support the Constitution of the United States. That Constitution and the laws of Congress are declared to be the supreme law of the land. It may be that the Eighteenth Amendment and the act under it are one or both void. So far as any court has decided I understand the amendment has been sustained. They have been before the Supreme Court for some time, where up to now they both stand as law. That which the court hesitates to decide I shall not hasten to declare. It would be extremely improper to undertake to influence that decision by the action of the law-making power of Massachusetts. Do not anticipate it, await it. My oath was not to take a chance on the Constitution. It was to support it. When the proponents of this measure do not intend to jeopardize their safety by acting under it, why should I jeopardize my oath by approving it?

We have had too much legislating by clamor, by tumult, by pressure. Representative government ceases when outside influence of any kind is substituted for the judgment of the representative. This does not mean that the opinion of constituents is to be ignored. It is to be weighed most carefully, for the representative must represent, but his oath provides that it must be "faithfully and impartially according to the best of his abilities and understanding, agreeably to the rules and regulations of the Constitution and laws." Opinions and instructions do not outmatch the Constitution. Against it they are void. It is an insult to any Massachusetts constituency to suggest that they were so intended. Instructions are not given unless given constitutionally. Instructions are not carried out unless carried out constitutionally. There can be no constitutional instruction to do an unconstitutional act.

The authority of the law is questioned in these days all too much. The binding obligation of obedience against personal desire is denied in many quarters. If these doctrines prevail all organized government, all liberty, all security are at an end. Force alone will prevail. Can those entrusted with the gravest authority set any example save that of the sternest obedience to law? Can Massachusetts afford to take

any position which may turn out to be, which can anywhere be interpreted to be, an act of nullification? If rights are infringed the way to the court is open. The cases are pending which will undoubtedly decide the question here raised. Let the Supreme Court of the United States talk. The Massachusetts method of determining the authority of the law ought always to be by litigation and never by nullification, which is legislative direct action.

## **The Commonwealth of Massachusetts**

BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

### **A PROCLAMATION.**

*Whereas*, the week beginning May 17 has been set apart by the American Legion for the purpose of increasing its membership and enlarging its usefulness both to its members and to the Nation;

*Now, therefore*, I, CALVIN COOLIDGE, Governor of the Commonwealth of Massachusetts, respectfully urge upon our citizens that they co-operate with the American Legion in attempting to induce all eligible persons to join, that the memory of their united service may be perpetuated; that the lessons of the Great War may not be forgotten; that the defence of right and truth and justice may never fail; and that liberty under the Constitution and laws of our country may be forever perpetuated.



Given at the Executive Chamber, in Boston, this thirteenth day of May, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

**MESSAGE RECOMMENDING AMENDMENT TO A BILL  
RELATIVE TO THE USE OF LAKE COCHITUATE  
IN THE TOWN OF NATICK FOR BOATING AND  
FISHING.**

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EXECUTIVE DEPARTMENT, BOSTON, May 14, 1920.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth a bill "Relative to the use of Lake Cochituate in the town of Natick for boating and fishing," which is House, No. 589, is herewith returned, with recommendation that the bill be amended by striking out section 1 and inserting in place thereof the following:—

"SECTION 1. It shall be lawful for any inhabitant of the town of Natick to enter any boat or canoe, or go in any boat or canoe, or to fish therefrom, in or upon the waters of so much of Lake Cochituate in the town of Natick as lies south of Worcester Street at any time within three years after this act takes effect, subject to such reasonable regulations as may be made by the metropolitan district commission; *provided, however,* that such boating, canoeing and fishing may be at any time prohibited by said commissioner."

The reason for suggesting these limitations is the representation that it would be hazardous to the public health to permit this use on that part of the lake contained in the original bill which this amendment excludes; that fishing through the ice is not desirable; that it may be this entire lake will be used extensively for water supply by the metropolitan district in the near future. There is every reason to suppose that it will be used continuously after the expiration of about three years.

For legislation see Acts, 1920, chapter 504.



**MESSAGE RELATIVE TO FINANCING GAS AND  
ELECTRIC COMPANIES TO MEET MATURITIES  
ON NOTES AND BONDS.**

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EXECUTIVE DEPARTMENT, BOSTON, May 19, 1920.

*To the Honorable Senate and House of Representatives.*

Several of the gas and electric light companies of the Commonwealth find it necessary to finance themselves to provide for meeting maturities on notes and bonds. They are unable to sell stock and are unable to sell bonds on this market without paying above the present legal rate of 6 per cent. There are two courses open, — to increase the charge made to the public for gas and electric light service to such an extent as to insure returns considerably in excess of what has heretofore been the policy of this Commonwealth, or provide temporarily for financing at an interest charge in excess of 6 per cent. It seems perfectly apparent that the public welfare could best be served by the latter course. It is therefore recommended that the rate of interest at which such companies can issue bonds and notes, which may be issued within a period not in excess of five years from the taking effect of this recommendation as law, be at such a rate as is approved from time to time by the Department of Public Utilities. If this be done it will no doubt result in a considerable saving to the public.

For legislation see Acts, 1920, chapter 581.

**MESSAGE RELATIVE TO DISCONTINUING PENSIONS TO THE JUSTICES OF THE SUPREME AND SUPERIOR COURTS.**

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EXECUTIVE DEPARTMENT, BOSTON, May 19, 1920.

*To the Honorable Senate and House of Representatives.*

It is recommended that increases in the compensation of justices of the Supreme and Superior Courts be provided for without increase of pensions, and also that the pensions of said judges hereafter appointed be discontinued.

For legislation see Acts, 1920, chapter 627.

**MESSAGE RELATIVE TO DISCONTINUING PENSIONS  
TO THE JUDGES OF THE LAND COURT.**

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EXECUTIVE DEPARTMENT, BOSTON, May 20, 1920.

*To the Honorable Senate and House of Representatives.*

It is recommended that the pensions of the judges of the Land Court be abolished.

For legislation see Acts, 1920, chapter 627.

## MESSAGE SUBMITTING SUPPLEMENTARY BUDGET RECOMMENDATIONS.

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EXECUTIVE DEPARTMENT, BOSTON, May 20, 1920.

*To the Honorable Senate and House of Representatives.*

In conformity with the provisions of the Constitution, which provides that "the Governor may at any time recommend to the general court supplementary budgets," I herewith submit supplementary budget recommendations amounting to \$2,959,618.65, exclusive of the metropolitan districts.

The sums recommended at this time include new legislation, increase in maintenance due to increase in prices of food, coal and other commodities and certain permanent improvements, and are those suggested by the Supervisor of Administration after a review of the several propositions.

### REVENUE.

The estimated receipts for 1920, as shown in House Document No. 1350, have been revised in a few cases due to new legislation, and changes made in the sums appropriated as compared with certain sums recommended. The principal change has been a considerable increase in the estimated receipts for the Department of Public Works, due in part to the present expectation that receipts from motor vehicle fees will be considerably larger than was originally expected, and to certain provisions in the general appropriation act for adjustment of special revenue.

Living expenses are at present high. Great industries of New England have recently provided an increase of wages of 15 per cent. If wages are increased in private enterprise, the wages paid the employees of the State, which have not been proportionately increased, must necessarily now be increased. This should be done by a direct fixing of the

standard of compensation and through the regular channels, rather than by attempting to provide for the financial expenditures of the Commonwealth by those not responsible for the making and submitting of a budget. Every one must recognize that if private enterprise increases wages it will be impossible for the departments of the State to maintain themselves without some increase in their wage schedule.

To meet the needs of the Commonwealth for additional revenue, I recommend that a special tax of one-quarter of 1 per cent be added to my previous recommendation of one-half of 1 per cent, making a total of three-quarters of 1 per cent to be levied upon the net income for 1919 of business corporations.

#### **METROPOLITAN DISTRICTS.**

Certain pending legislation and the increased cost of coal require additional appropriations in the sum of \$72,500, which is covered in detail in the recommendations of the Supervisor of Administration.

#### **TERMS FOR CERTAIN BOND ISSUES.**

As required by section 3 of Article LXII of Amendments to the Constitution, I recommend that the term of bonds to be authorized for permanent improvements in the metropolitan water system be for not exceeding forty years, and that the term of any bonds authorized to complete the Wellesley sewerage line, so called, be for not exceeding forty years.

For detail of supplementary budget recommendations see House, No. 1775, 1920.

For legislation see Acts, 1920, chapter 629.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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The present condition of the food supply is such as to be a subject for serious consideration, if not serious alarm. The condition in the Commonwealth is but a part of the world condition. Food supplies are normally produced by some nations in excess of their needs, and are imported by others. The total world food supply is matched in normal times against the total world food requirements.

When the United States entered the war, food reserves were not exhausted. Large crops helped to delay exhaustion. When the war ended it was felt that the nations of Europe would quickly recover their food production, and that the crisis was over. This has not been accomplished to the degree expected. Large areas in eastern Europe which normally ship food to the world's markets have been in turmoil, and must be fed from the world's supply or starve. Food reserves are not yet completely gone, but are dangerously low.

In the United States our winter wheat crops promise but 450,000,000 bushels, compared with 731,000,000 last year. It has been impossible to prepare the usual acreage for spring wheat. The ruinously low prices of pork and beef last year—several dollars per hundred weight below the cost of production—compelled farmers to reduce their breeding-stocks, and this year's meat production will be below normal. Farmers cannot pay wages to compete with industry, and therefore cannot get help. Very serious decreases in acreage cannot be avoided.

New England farmers are under the added handicap of inadequate transportation. Fertilizers from sources outside the State are not yet delivered, and many fertilizer manufacturers will not accept orders for more than a percentage of amounts needed — they in turn are unable to get deliveries of raw materials necessary to manufacture. The pinch of transportation is felt also in feeding stuff. One of the largest houses doing business in New England has been obliged to withdraw all quotations and recall its salesmen, as it cannot get deliveries and has nothing to sell. The transportation systems are vital to New England in the matter of current food supplies. Our danger with inadequate transportation, and with inadequate stocks to draw upon, may readily be seen.

The weather has been little short of disastrous during the last two months. Farmers were unable, for lack of help, to do the usual amount of fall plowing. They are now further retarded, as much land is not yet in condition to work.

To meet this situation the agricultural college and the county farm bureaus began work immediately after the crop season of 1919. Farmers were assisted in so planning their work for this year that man power, machinery and land should be used to produce the most necessary crops with least dependence on hired help. Every effort was made to get early placing of orders for fertilizers, seeds and machinery. Seed potatoes were engaged in many cases last fall. Much assistance has been given in the matter of testing seed for vitality and germination. The uniform report from the agricultural counties of the State is to the effect that farmers are planning to plant all the acreage which can be prepared under the handicap of unfavorable weather and insufficient help. In view of these facts further appeal to farmers to increase production is both futile and unjust. They are now doing their utmost.

The college and county agricultural agents have urged the greater planting of home gardens. In all farm bureau offices a supply of garden bulletins is provided, and much time has already been spent in locating supplies of seed and fertilizers. Press articles have been furnished giving

further advice and warnings as to methods and mistakes. Many reports came to us to the effect that there is a growing interest in home gardens; that those who got experience in war gardening are better prepared than before; and that industrial plants are again asking assistance in planning for gardens for their operatives.

Last year over 50,000 boys and girls were assisted by the Junior Extension workers in the counties and at the college, in productive work. Calls for assistance this year show a still greater demand on the time and efforts of these agents. We also receive testimony to the effect that many of these boys and girls set the pace for their families, and that the indirect increase in production is even greater than the direct increase.

Realizing that much garden produce is wasted, the college and the home demonstration agents in the counties are prepared to furnish information on methods of canning and preserving surplus products. Our specialist in horticultural manufactures is working with organizations of farmers in the matter of equipment to utilize second-grade fruits and to prevent their wastage.

One of the greatest causes of wastage is improper cellar storage for winter vegetables. To meet this the college prepared during the war a bulletin on the building of proper cool storage in cellars. Where such storage is provided it is a measure of insurance against loss, and also enables the householder to buy in quantity at a lower price such supplies of potatoes, turnips, apples and other winter requirements as he may not have been able to raise. A supply of these bulletins is available at all farm bureau offices and at the State Department of Agriculture.

I am requesting the Legislature to make a special appropriation of \$7,500 to establish camps and supervise and distribute students from the public schools in places where they can be given employment on the farms.

In view of all these facts I urgently call on such agencies as the schools, churches, labor and fraternal organizations to induce the public in general to raise what food is possible by gardens and otherwise, thus capitalizing the extra hour



of daylight so as to increase the total supply of food. Even though such action does not appear to result in the saving of money, it will result in the saving of food that will be necessary for our use during the next winter season. The emergency is very urgent, and every means should be taken to meet it, and to meet it now.



Given at the Executive Chamber, in Boston, this twentieth day of May, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fourth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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While the flag of America has become the oldest in design, it remains the newest in symbol. In certain fundamental principles it represents, there can be no advance for there is no beyond. It is the flag of a people who have arrived. It must be the flag of a people who have the determination to remain. It stands for order and liberty, for freedom of the human hand and the human mind, free speech, free press, free church; it means that property and life and honor shall be inviolate, and it recognizes the duty of the people to protect each other in the security of these rights, and that all experience and all reason demonstrate that the sole source of such protection is in government according to law. Unless it be the symbol of the law administered by a government which has the disposition and the strength to be supreme, all the meaning and the glory of the flag fade away and all reverence for it perishes. It is time to realize that all those who disregard the law or resist the authority of government are disloyal to the flag. Whatever their motive or their station, they seek the destruction of all the flag represents.

That the people of the Commonwealth, in accordance with a holy admonition, may "think on these things," that they may renew their determination to support and defend these most sacred rights, it has been provided that there shall each year be designated by solemn proclamation a Flag Day.

Now, therefore, by that authority, I, CALVIN COOLIDGE, Governor of the Commonwealth of Massachusetts, hereby proclaim Monday, June 14, 1920,

### **Flag Day**

and direct its observance by flying our national flag, by appropriate exercises in the public schools and among the people, that we may come to a fuller realization of our public duties, a renewed determination to maintain our rights that the increased glory of our citizenship may be reflected in the increased glory of our flag.



Given at the Executive Chamber, in Boston, this first day of June, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fourth.

**CALVIN COOLIDGE.**

By His Excellency the Governor.

**ALBERT P. LANGTRY,**

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## MESSAGE RELATIVE TO THE APPOINTMENT OF A FUEL ADMINISTRATOR.

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EXECUTIVE DEPARTMENT, BOSTON, June 1, 1920.

*To the Honorable Senate and House of Representatives.*

On account of the urgent necessity of securing a supply of coal for the use of the inhabitants of the Commonwealth of Massachusetts it is recommended that authority be granted to the Governor, with the advice and consent of the Council, to appoint a Fuel Administrator, and that an appropriation of \$25,000 be included in the special budget for the expenses of coal administration.

For legislation see Acts, 1920, chapters 610, and 629 (633 $\frac{3}{4}$ ).

For further information see reports in relation to the fuel administration at the State Library.

**MESSAGE VETOING A RESOLVE TO GRANT ADDITIONAL SUMS TO BE RAISED IN THE COUNTY TAX OF CERTAIN COUNTIES FOR SALARY INCREASES.**

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EXECUTIVE DEPARTMENT, BOSTON, June 4, 1920.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a resolve, "Granting additional sums to be raised in the county tax of certain counties for salary increases," is herewith returned without approval. The responsible authority of government fails unless its functions are exercised by those invested by law with that power. Persons employed by counties have the amount of their compensation fixed by act of the county commissioners. The law provides that the county commissioners shall bring in their estimates each year, and upon those estimates the county tax is laid. That was done during the current year, and such sums were provided for the compensation of county employees as the county commissioners requested. There has been an attempt to have the compensation of the county employees and the amount of taxes to be laid upon counties dictated by the employees themselves, rather than by the county commissioners. Such action would result in laying an annual tax of nearly \$600,000 on the people of the Commonwealth without any recommendation on the part of those whose duty it is to recommend these taxes, and in many instances against their protest. Such action is of very doubtful propriety. It is in the nature of an exercise of authority without any responsibility. It would seem to be the duty of the law-making power of the Commonwealth to support the opinions of the county commissioners rather than to override them. I have approved with great satis-

faction and have recommended by message increases in compensation of persons in the employ of the Commonwealth to the extent of more than a million dollars. Whatever the duly constituted county authorities may ask for in this direction would have my hearty approval. But it is perfectly clear that where the responsibility lies there the action should lie.

## MESSAGE VETOING A BILL RELATIVE TO THE APPROVAL AND PUBLIC EXHIBITION OF MOTION PICTURE FILMS.

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EXECUTIVE DEPARTMENT, BOSTON, June 4, 1920.

*To the Honorable Senate and House of Representatives.*

In accordance with the authority conferred by the Constitution of the Commonwealth, a bill, "Relative to the approval and public exhibition of motion picture films," which is House, No. 1540, is herewith returned without approval. Hereto attached is the opinion of the Attorney-General that the second section, which is the important section of the bill, is unconstitutional, and that section 4, which undertakes to provide for court review, is not in a form which expressly preserves the constitutional rights of trial by jury, although it is possible that it might be interpreted to give that right. The entire purpose of the bill would fail with the failure of section 2, and the entire bill would fail if the courts should determine that the right of trial by jury is not provided for according to the Constitution. There is no need to point out that unconstitutional legislation would be entirely useless, would bring about expense to the Commonwealth which would be without avail, and would cause the appointment of persons and the installing of machinery all of which would be a total loss to the Commonwealth.

For opinion mentioned see House, No. 1806, 1920.

## STATEMENT DESIGNATING JUNE 13 AS POLISH LIBERTY BOND DAY.

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EXECUTIVE DEPARTMENT, BOSTON, June 9, 1920.

When the American Colonies were struggling for independence they had the assistance, encouragement and support of two great representatives of the Polish race, — Kosciusko and Pulaski. Their services have never been forgotten and have always been a strong bond of friendship between the Polish people and the American people. It was with great satisfaction that those who remember these services saw the consummation of the Polish ambition in the re-establishment of that Nation under one government.

That government is now attempting to finance itself as America had to finance itself during the days of the war, for Poland is still at war. Joining with several other Governors of the States I am suggesting that Sunday, June 13, be designated as Polish Liberty Bond Day by the people of the Commonwealth who are sympathetic with their cause of independence, and that on that day the cause of this new Nation be commemorated and encouraged.



- ADDRESS AT THE HARVARD COMMENCEMENT  
EXERCISES.

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Delivered June 24, 1920.

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MR. CHAIRMAN, MR. PRESIDENT, GUESTS AND MEMBERS OF THE ALUMNI OF HARVARD UNIVERSITY:— Certainly every one everywhere rejoices at the prosperity which the past year has brought to this University, and it is pre-eminently fitting that all residents of the Commonwealth should join in the rejoicing. This is a university that has had and performed a great mission. Its work is not done. It is but beginning. And it is of the utmost satisfaction to know that it is appreciated and supported and is about to continue with increasing activities.

The Commonwealth of Massachusetts itself has not been without a mission. No institution that has any history has been without a mission, and the Commonwealth has been able to make a considerable accomplishment in the working out of what seems to me to be its particular mission, and that has been to lead the world into a larger liberty,—an important undertaking, and important now, as in the past, because of the process that it has adopted for that purpose, a lesson that we may apply to some of our present needs. What has been that process? It began in the cabin of the “Mayflower,” where there was a renunciation, on the part of those about to found our Commonwealth, of their smaller personal freedom in order that they and the State which they founded might enjoy a larger liberty, and that lesson there begun, was carried into a revolution.

The American Revolution was not a lawless enterprise. It was rather an assertion by the men of that day of the

supremacy of the law, and it is in memory of that principle that we have made certain the memory of a son of Harvard of 1743, James Otis, by painting his picture on the walls of the State House, where he was engaged in the great enterprise of asserting the rights of his fellow citizens before a British court, against the exactions and the impositions of those who were attempting to detract from our legal liberty. And it is to the everlasting glory of that great Senator from Massachusetts, Daniel Webster, after the Federal Constitution had been adopted, that he took, not a narrow view of it, but a broad and a liberal view, and defended it from those who were attempting to claim that it was not a great treasure of human liberty, creating as it did a Nation, not merely providing for a confederation of those who had a right to treat it at all times as they might choose for their own particular delight. It was not a lawless Revolution, for in the midst of it, and after two attempts, we adopted that Constitution of Massachusetts that has remained from that day unto this.

And just after the Revolution came the Constitution of America, and the great issue of that conquest was not the setting up of an independent government. It was the establishment of a Constitution that provided for liberty under the law, and it provided for it by a remission on the part of individuals of some of their smaller ideas and their smaller freedom.

I think that is a lesson that we may think over and apply to some of the questions of the present day, some of our economic and commercial problems. The great central theme of it was touched upon by the president when he spoke of the duty of men to make the best of themselves.

We have changed from the conditions under which we lived in the past, when a man and his family undertook to provide themselves with food and shelter and clothing, and we have adopted a division of labor. That has laid upon those who are engaged in our enterprises a new duty, in the performance of which they have the power not only to supply themselves with the necessities of life, but to lay under tribute all the resources of the earth in a way that

never was possible before. By a surrender of their smaller freedoms they have come into a new and greater industrial liberty. The great question now is how to enforce that great duty.

The general answer to questions of that kind is the suggestion of legislation. I have a great and an abiding confidence in the law, but I have signed and approved too many acts of the Legislature to feel confident that they always bring the results that they have promised to bring.

I doubt very much whether legislation would be sufficient to solve this problem. There are one or two difficulties, and one of them is the right of the individual, for each individual among us has a right that no power of government can take from him. He is under no compulsion to be prosperous. He is under no compulsion to work more than may be necessary for his own support. He can choose his mode of life, whether it be like those who dwell under the equator, or those who live under the Arctic Circle, or those who live like Americans; and I know of no law that could be framed that would force on him the choice that others might make for him. Nevertheless, there is a difference which must be recognized and must be met. If it cannot be done by legislation, it can be done by an instructed public opinion and by an increasing activity in education.

That is why I rejoice especially in the strength, the new and added strength, that has come to this University, because it will give an added power in the Commonwealth for the instruction of its citizens in the way in which they should go. There is a hope. It is the hope of history. We can rely upon that same motive that developed our government and our governing institutions also, to develop our industrial and commercial institutions. And there is a hope greater, perhaps, than this, in the very nature of things. It is co-operation that we are asking for. This universe in which we live is not a multiverse; it is not even a duoverse. It is a universe, and ultimately there must be complete co-operation on the part of these different elements. It is in that especially that we may look for hope in the future.

That is the foundation of our faith in our industrial relations and of our faith in man. We need to teach our people to think and think nationally. We need to teach them to think American. When that has been done there will be no doubt about the acceptance of the duty that they owe one to another, and the march, the triumphant march, of the great progress that lies before us.

For further information see "The Harvard Graduates Magazine," September, 1920.

## The Commonwealth of Massachusetts

BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

### A PROCLAMATION.

*Whereas*, It has been reported that the Secretary of State has issued a proclamation declaring that the Nineteenth Amendment has been ratified, granting equal suffrage; and

*Whereas*, Equal suffrage has existed in Massachusetts heretofore only to a limited extent; and

*Whereas*, The last session of the General Court wisely provided by law for the registration of women;

*Now, Therefore*, I, CALVIN COOLIDGE, Governor of the Commonwealth of Massachusetts, hereby issue public notice to the authorities of our cities and towns requesting that every possible facility be extended for the registration of women by providing a greater number of registrars wherever possible and by increasing the number of locations for registration, so that the great body of womanhood of this Commonwealth may qualify themselves to discharge the duties of citizenship.



Given at the Executive Chamber, in Boston, this second day of September, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fifth.

CALVIN COOLIDGE.

By His Excellency the Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### **A PROCLAMATION.**

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In accordance with former custom, with a desire to promote the safety of property and to encourage all measures tending thereto, October 9 of the current year is designated and set apart as

#### **Fire Prevention Day**

in Massachusetts. Having in mind the great annual charge upon the public for losses incurred by fire, it is earnestly urged that this day be observed in a practical and useful way by special attention to the safety of all the equipment used for the generation of heat, all the accumulations of waste, the prevention of forest fires and all other opportunities for conflagration, in order that everything possible may be done to lessen the fire hazard in this Commonwealth.



Given at the Executive Chamber, in Boston, this tenth day of September, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fifth.

**CALVIN COOLIDGE.**

By His Excellency the Governor.

**ALBERT P. LANGTRY,**  
*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

**STATEMENT RELATIVE TO THE DEATH OF FORMER  
GOVERNOR AND FORMER UNITED STATES SEN-  
ATOR WINTHROP MURRAY CRANE.**

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**October 2, 1920.**

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A great man has passed whose going will deeply grieve the Commonwealth. He inspired the love of all who knew him. In the affection of his fellow men he stood first in Massachusetts.

I need not speak of his abilities. His character tells what they were. It is no doubt a commonplace to say our Commonwealth will never be the same without him. But his loss will be felt in a way that will not be commonplace. This is no time for a recital of his achievements. How greatly he strove for the good of his fellow men, with what courage and devotion he served them. How unselfish he was, never seeking his own, always solicitous for others. For the influence for good that he was in our State and Nation, for the gift of such a life, for giving thanks for their having been, for seeking consolation and strength to bear their loss men will turn alike to the great "Giver of all good and perfect gifts." There is no other adequate way to cherish the memory of the friendship of Winthrop Murray Crane.

## **The Commonwealth of Massachusetts**

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BY HIS HONOR CHANNING H. COX, LIEUTENANT-GOVERNOR,  
ACTING GOVERNOR.

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### **A PROCLAMATION.**

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For the purpose of protecting property and conserving the forest and timber land of the Commonwealth, chapter 422, Acts of 1909, has placed upon the Governor in the following words the responsibility of suspending the open season upon the game in and near forest lands when in his opinion public exigency requires: —

SECTION 1. Whenever, during an open season for the hunting of any kind of game in this state, it shall appear to the governor that by reason of extreme drouth the use of firearms in the forest is liable to cause forest fires, he may, by proclamation, suspend the open season and make it a close season for the shooting of birds and wild animals of every kind for such time as he may designate, and may prohibit the discharge of firearms in or near forest land during the said time.

SECTION 2. During the time designated as above by the governor, all provisions of law relating to the close season shall be in force, and whoever violates any such provisions shall be subject to the penalties prescribed therefor.

In view of the extreme drouth now existing, and in view of the large number of serious forest fires now raging, the Commissioner of Conservation, who is charged with the preservation of our natural resources, has urgently requested the exercise of my authority under the provisions of chapter 422, Acts of 1909, and I feel I have no other course open to me than to comply with his request.

It must be obvious to every public-spirited citizen that the damage arising from even the small percentage of fires



started by hunters may be considerable, not alone in direct and actual monetary loss, but indirectly in the far-reaching and disastrous results through the destruction of useful birds, and by the deterrent effect upon labor and capital which is now being put into the development of forest woodland and orchard properties by individuals and by the Commonwealth.

I therefore consider that the public may be best served by suspending the present open season on hunting until a general drenching rain has quenched the present numerous fires and made conditions again favorable within the Commonwealth.

It is earnestly hoped that the present situation will continue for only a few days. It is expected that the Legislature will convene for special session next month, and the Commissioner of Conservation proposes to ask the Legislature to extend the open season for the number of days which it is now necessary to curtail it.

Upon the request of the Commissioner of Conservation, I hereby proclaim, as provided in chapter 422, Acts of 1909, that the open season for hunting is suspended in this Commonwealth until further notice.



Given at the Executive Chamber, in Boston, this twenty-third day of October, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fifth.

CHANNING H. COX.

By His Honor the Lieutenant-Governor, Acting Governor.

ALBERT P. LANGTRY,

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## STATEMENT RELATIVE TO THE MUSTERING OUT OF THE STATE GUARD.

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October 26, 1920.

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The State Guard was formed to become the military arm of the Commonwealth when the National Guard went into the United States service. They have been called upon for two most notable services. The first was at the time of the outbreak of influenza in 1918, when their equipment and their men were used so extensively. The next was at the time the Boston police force left their posts of duty, and the maintenance of order in the city of Boston had to be secured through the action of the State Guard. They responded immediately and performed their duties with the utmost of satisfaction.

The personnel of the State Guard was a remarkable body of men, drawn for the most part from those who were not subject to the draft, and officered by the leading men of their respective communities. They represented the determined citizenship of the Commonwealth. This service was performed at a great personal sacrifice, and was marked by an exhibition of great patriotism. Their retirement, which is soon expected, will come after very meritorious service which compels the admiration and gratitude of all the people of the Commonwealth of Massachusetts.

## **The Commonwealth of Massachusetts**

BY HIS HONOR CHANNING H. COX, LIEUTENANT-GOVERNOR,  
ACTING GOVERNOR.

### **A PROCLAMATION.**

As provided by chapter 422 of the Acts of 1909, it became my duty a few days ago to suspend the open season on wild game.

It now appears that sufficient rain has fallen to quench the forest fires and to reduce the danger from fires in our woodlands, and it therefore becomes equally my duty to proclaim hereby that the open season on hunting is again in force.

In proclaiming again the open season I wish to express appreciation for the splendid spirit with which the sportsmen of our Commonwealth responded to the requirements of the time and assisted the authorities, not alone in extinguishing the fires already started, but in actively assisting in every way to lessen the danger to our forest lands. Such hearty co-operation not only insures against loss by forest fire, but also gives promise of an ever-increasing wild life, under the protection of our sportsmen.



Given at the Executive Chamber, in Boston, this twenty-eighth day of October, in the year of our Lord one thousand nine hundred and twenty, and of the Independence of the United States of America the one hundred and forty-fifth.

CHANNING H. COX.

By His Honor the Lieutenant-Governor, Acting Governor.

ALBERT P. LANGTRY,  
*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## STATEMENT URGING CELEBRATION OF ARMISTICE DAY.

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EXECUTIVE DEPARTMENT, BOSTON, November 8, 1920.

I urgently request the observance of Thursday next, November 11, as Armistice Day by the display of the national flag, by a renewal of the determination to support and defend American institutions, by extending the honor which is due to all those who served our cause in the great World War, especially to those who wore the American uniform and offered their lives that our country might endure, by fitting memorials for the dead, and in returning thanks to the Preserver and Supporter of all good works on earth.

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

---

### **A PROCLAMATION.**

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From time immemorial the people of the Commonwealth of Massachusetts, acting through their magistrates after the gathering of the bounties of the yearly harvest, out of recognition of their dependence on Divine Providence, have set apart a Day of Thanksgiving and Praise. During all these generations there has been no time when the misfortune with which the people have had to contend has not been surpassed by an abundance of blessings. Out of savagery has come civilization. Out of war has come peace. Out of adversity has come prosperity.

The progress of the years has brought great obligations, but with them great resources and an inspired people. It is a time to give thanks for our duties which there is a power to meet, and for our hopes which have been fulfilled. Our government stands secure in the support of the people; our economic condition is sound; the opportunity for education is open to all; the religious convictions of the people have been broadened and deepened.

Now, Therefore, in consideration of these worthy accomplishments and most hopeful prospects, I, CALVIN COOLIDGE, Governor of the Commonwealth of Massachusetts, in accordance with the law of the land and by authority of the Honorable Council do set apart and declare

**Thursday, November 25**

as

**A Day of Thanksgiving and Praise**

“to the Giver of every good and perfect gift.”



Given at the Executive Chamber, in Boston,  
this eleventh day of November, in the year  
of our Lord one thousand nine hundred and  
twenty, and of the Independence of the United  
States of America, the one hundred and forty-fifth.

**CALVIN COOLIDGE.**

**By His Excellency the Governor.**

**ALBERT P. LANGTRY,**

*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

## **The Commonwealth of Massachusetts**

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

---

### **A PROCLAMATION.**

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*Whereas*, The Constitution of the Commonwealth provides that "the Governor, with advice of Council, shall have full power and authority," during the recess of the General Court, "to call it together sooner than the time to which it may be adjourned or prorogued, if the welfare of the Commonwealth shall require the same"; and

*Whereas*, A Commission has been sitting to revise and consolidate the General Laws of the Commonwealth; and

*Whereas*, A special committee of the General Court has had such revision and consolidation under consideration and is now ready to report; and

*Whereas*, The condition of the laws in this Commonwealth is such that immediate consideration by the General Court of the report of said commission and committee is necessary and expedient,

*Now, therefore*, Believing that the welfare of the Commonwealth requires, I hereby make proclamation to the members of the General Court of Massachusetts, calling them to assemble in the State House at Boston on the seventh day of December, 1920, at 11 o'clock in the forenoon, to the end that action may be taken upon the foregoing matters, and upon such other matters as shall be deemed meet and proper.



Given at the Executive Chamber, in Boston,  
this twenty-ninth day of November, in the year  
of our Lord one thousand nine hundred and  
twenty, and of the Independence of the United  
States of America the one hundred and forty-fifth.

CALVIN COOLIDGE.

By His Excellency the Governor, with advice of Council.

ALBERT P. LANGTRY,  
*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*



**MESSAGE RELATIVE TO LEGISLATION TO BE CON-  
SIDERED AT SPECIAL SESSION OF THE GENERAL  
COURT.**

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EXECUTIVE DEPARTMENT, BOSTON, December 7, 1920.

*To the Honorable Senate and House of Representatives.*

The report of a commission and a special committee of the General Court sitting for the purpose of revising and consolidating the General Laws of the Commonwealth has been laid before you. This represents a great deal of labor and is the result of long and careful investigation. No doubt you will find these reports so completely accurate that they can be speedily adopted. This will be a work of such magnitude that should you pass no other legislation at this session, in view of the short interval before the regular session of the General Court, you could not feel that there had been any lack of sufficient accomplishment.

I therefore recommend the revision and consolidation of the General Laws of the Commonwealth, and an appropriation to cover the expenses of this special session of the General Court.

For legislation see General Laws, and Acts and Resolves, Special Session, 1920.

## The Commonwealth of Massachusetts

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BY HIS EXCELLENCY CALVIN COOLIDGE, GOVERNOR.

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### A PROCLAMATION CONCERNING THE ELECTION OF ELECTORS OF PRESIDENT AND VICE-PRESIDENT OF THE UNITED STATES.

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*Whereas*, it is provided by section 315 of chapter 835 of our legislative Acts of the year 1913 that "The copies of the records of votes for presidential electors shall, in any event, within ten days after they have been transmitted to the secretary of the Commonwealth be opened and examined by the governor and council, who shall thereafter declare, by proclamation printed in at least one newspaper in each county, the names of the persons who have received at least one fifth of the entire number of votes cast for electors, and the number of votes received by each such person";

*Now, therefore*, I, CALVIN COOLIDGE, Governor, by virtue of the authority to me given in the chapter above cited, do, with the advice of Council, issue this my Proclamation, and do hereby announce, that at the election of Electors of President and Vice-President, held on the second day of November last past, the following-named persons received the number of votes set against their names: —

[For names and votes see election returns, office, Secretary of State.]

and that it appears from such returns that no other person received one fifth of the whole number of votes cast at said election, for Electors of President and Vice-President of the United States.



Given at the Executive Chamber, in Boston,  
this eighth day of December, in the year of our  
Lord one thousand nine hundred and twenty,  
and of the Independence of the United States  
of America the one hundred and forty-fifth.

CALVIN COOLIDGE.

By His Excellency the Governor, with the advice of  
Council.

ALBERT P. LANGTRY,  
*Secretary of the Commonwealth.*

*God Save the Commonwealth of Massachusetts.*

**ADDRESS ON THE OCCASION OF THE PILGRIM TER-  
CENTENARY CELEBRATION AT PLYMOUTH, DE-  
CEMBER 21, 1920.**

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**The Pilgrims.**

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Three centuries ago to-day the Pilgrims of the "Mayflower" made final landing at Plymouth Rock. They came not merely from the shores of the Old World. It will be in vain to search among recorded maps and history for their origin. They sailed up out of the infinite.

There was among them small trace of the vanities of life. They came undecked with orders of nobility. They were not children of fortune but of tribulation. Persecution, not preference, brought them hither; but it was a persecution in which they found a stern satisfaction. They cared little for titles, still less for the goods of this earth, but for an idea they would die. Measured by the standards of men of their time they were the humble of the earth. Measured by later accomplishments they were the mighty. In appearance weak and persecuted they came, — rejected, despised, an insignificant band; in reality, strong and independent, a mighty host, of whom the world was not worthy, destined to free mankind. No captain ever led his forces to such a conquest. Oblivious to rank, yet men trace to them their lineage as to a royal house.

Forces not ruled by man had laid their unwilling course. As they landed, a sentinel of Providence, humbler, nearer to nature than themselves, welcomed them in their own tongue. They came seeking only an abiding place on earth, "but lifted up their eyes to heaven, their dearest country," says Governor Bradford, "where God hath prepared for them a city." On that abiding faith has been reared an empire magnificent beyond their dreams of Paradise.

Amid the solitude they set up hearthstone and altar; the home and the church. With arms in their hands they wrung from the soil their bread. With arms they gathered in the congregation to worship Almighty God. But they were armed, that in peace they might seek divine guidance in righteousness; not that they might prevail by force, but that they might do right though they perished.

What an increase, material and spiritual three hundred years has brought that little company is known to all the earth. No like body ever cast so great an influence on human history. Civilization has made of their landing place a shrine. Unto the Commonwealth of Massachusetts has been entrusted the keeping of that shrine. To her has come the precious heritage. It will be kept as it was created, or it will perish, not with an earthly pride but with a heavenly vision.

Plymouth Rock does not mark a beginning or an end. It marks a revelation of that which is without beginning and without end, — a purpose, shining through eternity with a resplendent light, undimmed even by the imperfections of men; and a response, an answering purpose, from those who, oblivious, disdainful of all else, sailed hither seeking only for an avenue for the immortal soul.

For further information see newspapers of this period and report of Pilgrim Tercentenary Commission.

**MESSAGE VETOING A BILL TO PROVIDE FOR AN  
EQUITABLE DISTRIBUTION OF THE COST OF  
THE BRIDGE ACROSS THE CONNECTICUT RIVER  
BETWEEN SPRINGFIELD AND WEST SPRINGFIELD.**

---

EXECUTIVE DEPARTMENT, BOSTON, Dec. 22, 1920.

*To the Honorable Senate and House of Representatives.*

The construction of a bridge over the Connecticut River between Springfield and West Springfield was authorized by General Acts of 1915, chapter 252. The location, plans and specifications of said bridge were to be determined by a board of commissioners appointed by the Supreme Judicial Court. These commissioners were required by section 4 of said statute "to determine what cities and towns in the county of Hampden are or will be specially benefited by the erection of the bridge, and what proportional part of the cost of the bridge . . . shall be paid by said county and by such cities and towns respectively." Pursuant to that act commissioners were appointed and their report has been filed, giving among other matters the location and detailed plans and specifications of the bridge. Their finding to the effect that the city of Holyoke would be specially benefited by the construction of the bridge was assailed on numerous grounds by the representatives of that city. All objections were overruled by a single justice, whose decision was affirmed by the full court. (Mayor and Aldermen of Springfield, Petitioners, 235 Mass. 578.)

The bill which is now before me provides, in substance, that 31 per cent of the cost of the bridge shall be paid by the county of Hampden, 55 per cent by the city of Springfield, 13 per cent by the town of West Springfield, and 1 per cent by the town of Agawam.

The practical effect of the bill, if enacted into law, would be to relieve the town of Westfield of the 2 per cent and the city of Holyoke of the 3 per cent of the cost assessed upon

them, respectively, by the report of the commissioners confirmed by the court, and to impose an additional 1 per cent upon the town of West Springfield and an additional 4 per cent upon the city of Springfield, leaving unchanged the percentages assessed upon the county of Hampden and the town of Agawam.

The present bill relieves the cities of Holyoke and Westfield of all obligation to pay for the special benefit which that adjudication determines that they will receive from the construction of this bridge. It casts that burden upon Springfield and West Springfield in addition to the benefit which it has been determined that they will receive.

The Supreme Judicial Court has said, in an opinion of the justices rendered to the Honorable Senate when the bill was before that body for consideration:—

The final decree of the Supreme Judicial Court, affirming the report of the commissioners, was a judgment of a court. . . . The Legislature cannot "supersede" a judgment of a court by its direct declaration to that effect. (234 Mass. 612.)

Any authority of the Legislature to disregard the findings of the commission must rest upon the power in the legislative branch of the government to establish a division of the burdens of taxation different from that reached by appointees of a court in the exercise of a delegated quasi-judicial power.

The only justification for the exercise of this power in the present case, after the General Court has provided in the act of 1915 that the decree of the court confirming the decision of the commissioners shall be final and binding, must be some reason of grave consequence. The decisions of our courts must not be held in light regard, either by the General Court or by the people. Respect for judicial decisions is essential to the maintenance of law. The very fact that the General Court, in the exercise of the sovereign power of taxation, may disregard an apportionment of special benefits in the present case, which has had the sanction of the highest court, is the strongest reason for restraint in the exercise of this power. In the present case the high

character of the commission, its ability and its good faith in the exercise of the authority delegated to it are not questioned.

It cannot be contended that the original apportionment was made without sufficient regard for the population, extent and ability of the respective municipalities to bear the burden. It is clear that no such claim could be sustained, when the commission imposed only 3 per cent of the cost upon Holyoke and 2 per cent upon Westfield, and at the same time assessed 51 per cent upon Springfield and 12 per cent upon West Springfield, which is less than one-fourth the size of Holyoke and considerably smaller than Westfield.

It is difficult to conceive of any new considerations which could have been presented to control the facts so clearly stated by the court in the opinion of Rugg, C.J., when he said:—

If cognizance be taken of the geography of the neighborhood, there seems ample ground in law for the finding of special benefit to the city of Holyoke as a fact. Springfield is the shire town and the most populous city in the county of Hampden, in which Holyoke is located. It seems plain that there must be a very large amount of travel between the two cities. The construction of a new bridge adapted to facilitate both trolley and motor vehicle traffic between the two cities, although by a slightly longer route, well might be found to confer a special benefit to Holyoke. In this particular the report shows that the commissioners have acted within the scope of their power, and have neither exceeded nor failed to exercise the authority vested in them.

All the considerations of special benefit stated by the court are even more applicable to Westfield, for the new bridge will establish a new main highway in direct line of travel between these two cities. If the commissioners were justified in finding a special benefit, it will not be claimed that the small apportionments of 3 and 2 per cent, respectively, were excessive so as to require or justify overturning the findings of the commission. The court, in its opinion to the Honorable Senate, has said in this connection:—

It may be difficult to understand the basis for "equitable distribution" which the proposed bill on its face asserts that it is designed to accomplish.



A further consideration confirms me in withholding my approval. It would be most unfortunate in cases of this kind, where the Legislature has provided that special benefits shall be determined judicially, if cities and towns who have had their day in court could come before the Legislature for a retrial of the issues merely because they are not satisfied with the adjudication made by the court. Such a practice would impose unwarranted expense upon the Commonwealth, and would defeat the very purpose of the Legislature in providing another tribunal to hear and determine the issues. The courts might well hold that such a practice removed any ground for asking a judicial determination of matters the adjudication of which would have no finality.

The time at hand to examine with care the details and results of the proposed legislation is short. I am strongly of the opinion that a decision made in the usual course of judicial procedure, even though it does not stand technically as a decision of the courts, should not be set aside and have substituted for it a decision which in the nature of the case must partake more or less of the nature of a political decision, Representatives from one locality being almost necessarily on the opposite side from Representatives of another locality. It is to be remembered also that this application for relief is not final. Should facts develop in the future warranting relief, such relief can be secured by an application to the General Court when there is sufficient time by reason of a regular session to give the various elements the due deliberation without which an affirmative decision of this kind is unwarranted.

For these reasons, in accordance with the authority conferred by the Constitution of the Commonwealth, I am returning a bill entitled "An Act to provide for an equitable distribution of the cost of the bridge across the Connecticut River between Springfield and West Springfield," which is Senate, No. 534, without my approval.

## ADDRESS ON OCCASION OF RETURN OF FLAGS CARRIED BY STATE GUARD DURING ITS EXISTENCE.

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Hall of Flags, State House, December 23, 1920.

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GENERAL PARKER, OFFICERS AND MEN OF THE STATE GUARD OF MASSACHUSETTS:— This is the final and concluding service of work begun by your organization at the outbreak of the last war. It has been a service worthy of great commendation by the Commonwealth of Massachusetts. You were at once called out for the purpose of doing guard duty here in the Commonwealth along the water front and along the avenues of transportation. Later than that it was your organization that responded to the call for help that came to us as a result of the great calamity in the city of Halifax, and a splendid response was made, excellent not only for its kind, but especially for its promptness. Again, during the epidemic of influenza that swept over the Commonwealth with such disastrous results, the authorities — civil authorities, health authorities of the Commonwealth and cities and towns — turned to you for assistance in meeting the strain and stress of those days, and had it not been for your organization it would have been with great difficulty that that epidemic could have been checked, or that those suffering from it could have been adequately cared for.

Again, in the fall of 1919, when disorder threatened the city of Boston, it was to the State Guard that the government of Massachusetts turned for the purpose of restoring to this city that orderly government which we are accustomed to live under in this Commonwealth, calling the entire force out, which remained in service from the very first part of September up to the latter part of December.

A most notable service has been performed by the State Guard of Massachusetts. I know of no other Guard of any

of the States of our Union that has rendered more prompt, more efficient response to every call of duty than that which has characterized the officers and men of your organization.

As the Chief Executive Officer of the Commonwealth of Massachusetts, I know that I voice the general approbation of all her citizens in extending to you her congratulations upon your service, and in offering you sincere thanks for the way in which that service has ever been performed.

These stands of colors that have marked the headquarters of your brigades in the field, and behind which your troops have marched from time to time, will be gratefully received by the authorities of the Commonwealth, treasured and cherished in accordance with that for which they stand as an everlasting emblem. For the present it is the desire of the Commonwealth that the officers of the different units should maintain them in their charge until a fitting place is provided for their assembling under the roof of the State House of this Commonwealth. We receive the colors for that purpose, and ask you to keep them for that purpose in behalf of the Commonwealth of Massachusetts, whose government you have preserved, and whose standing among the other States of the Nation you have at all times enhanced, ennobled and glorified.

For creation of State Guard, see General Acts, 1917, chapter 148.

For further information see newspapers of December 23 and 24, 1920.

Massachusetts State Guard Colors and Standards surrendered December 23, 1920: 10th, 11th, 12th, 13th, 14th, 15th, 16th, 17th, 18th, 19th and 20th Regiments Infantry; 1st Motor Corps; 1st Troop Cavalry.

For detail information see files of Adjutant-General's office.

## MESSAGE RELATIVE TO PARDONS.

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EXECUTIVE DEPARTMENT, BOSTON, January 5, 1921.

*To the Honorable Senate and House of Representatives.*

In accordance with the provisions of section 152, chapter 127 of the General Laws, I transmit herewith a list of the pardons granted by me, with the advice and consent of the Council, during the year 1920.

Of the nine pardons granted six were in the State Prison, two in houses of correction, and one was pardoned who was not confined, but had succeeded in re-establishing himself in the community where he lived.

For description of pardons see Senate, No. 2, 1921.



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ADDRESS  
OF  
HIS EXCELLENCY  
CHANNING H. COX  
TO  
THE TWO BRANCHES  
OF THE  
LEGISLATURE OF MASSACHUSETTS

JANUARY 6, 1921



BOSTON  
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## ADDRESS.

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### *Members of the General Court.*

The legislative enactment of the special session of the General Court last month, approved by the Governor, consolidating and revising the statute law of the Commonwealth, has come at the end of several years' work by a special commission, and after careful study by a large recess committee of the Legislature. It is to be hoped that the work has been done well, and that little if any of your time need be consumed in correcting errors or changing the phraseology of our laws. Your predecessors, in recent years notably, have been quick to respond to clearly defined public sentiment. The people of Massachusetts have always been ready to assume new forms of service which gave promise of relieving hardship or making more equitable the distribution of opportunities and responsibilities. But in these days when men in every form of private undertaking have found it necessary to look to fundamental things, it is no less necessary for us who have been selected to conduct the affairs of Massachusetts to look to fundamentals. In my judgment the needs of Massachusetts to-day do not so much require

great legislative reforms and improvements as they do require reforms and improvements in administration.

#### ADMINISTRATIVE REFORM.

At an early date I propose to ask the help and advice of the various heads of departments, inviting them into conference as the directors of a private corporation confer. It is highly important that the head of a department have intense concern for the affairs under his control, but it is equally desirable that he weigh the importance of his department in the light of the complete activities of the State. It is possible to inquire whether the work of the government is being done as efficiently as it can be. I urge that your committees in examining departmental requests ascertain whether everything possible is being done to meet the spirit of the act passed in 1919 consolidating the departments and commissions, whether work is still being duplicated, and whether it is possible to transact the public business better and at less expense.

#### ECONOMY.

The cost of carrying on government in Massachusetts as elsewhere has reached a point where it has become a heavy burden on all our citizens, whether they share that burden directly in taxes or indirectly

through the increased cost of the necessities of life. The constantly increasing cost of government must be checked or it will become so heavy that it will fall of its own weight. The Commonwealth is doing a fine work in the care of the sick, the insane, the helpless, the feeble-minded, the delinquent, and for the convenience and comfort of all. Her institutions command the admiration of all observers. We must continue in this well-doing. But the government must not be saddled with so many undertakings that it breaks down and becomes unable to do the things already attempted. Under the existing laws the Commonwealth is committed to tremendous expenditures. Such expenditures are doubtless necessary in large part if the Commonwealth is to continue the present undertakings. Twenty years ago Governor Crane warned the Legislature that unless the strictest economy were practiced a State tax of \$2,000,000 was imminent. Last year the total expenditures were approximately \$38,760,000. The total revenue was approximately \$24,760,000, making necessary a State tax of \$14,000,000. It will become my duty in a few days to submit to you a budget, and then I shall discuss State finances more in detail. But to-day and every day through the year I ask you to remember that in the home and in private business it is necessary to practice thrift and economy. Money spent improvidently, extravagantly or recklessly by



the city or town, county, State or Nation is a need-less charge which must be borne by the people. We shall deserve the approval of our fellow citizens if we in united effort, still continuing the necessary and desirable work of government, find the method of halting the onward rush of governmental expenditure. We shall make progress in that direction by requiring every public official to use the same care and prudence in the handling of public funds that he uses in spending money which he has earned by his own labor.

#### PUBLIC WORKS.

Life is growth. We do not stand still. We develop, we progress or we go backward. Our population in Massachusetts continues to increase. We are constantly required to plan for future needs, and those needs, especially so far as construction of new buildings, new highways, improvements of harbors, public works in general, may be determined in advance with considerable accuracy. It has happened frequently in the past when business was good, when labor was abundantly employed, when there was active construction for private ends, that at such a time the State entered upon the most ambitious projects of public works. Under such conditions the State comes into competition with private enterprise for materials and for labor. My observation in the

public service of Massachusetts convinces me that by looking ahead and having ready at hand a more comprehensive plan of needed public improvements the Commonwealth and the public could be immeasurably benefited. When departments seek appropriations they could as far as possible be required to estimate their requirements for the next five years. The Legislature could then determine which projects are of the most immediate urgency. If it were convinced that other public works are reasonably certain to be started within five years, the Legislature could profitably authorize preliminary surveys, plans and specifications. If such preliminary work had been done, then in the event of some public stress, when our citizens were unable to obtain private employment, in such a time when there is a general desire to provide work for those in dire need, the Commonwealth could proceed to do necessary work, effecting at the same time relief to the needy and saving to the Commonwealth. I recommend that in your examination of all departmental appropriations you look over a five-year period. You may say that a five-year program is too short, and that a ten-year period is a better unit for planning. If you take that view, so much the better. Some may fear that the heads of departments might be encouraged to present altogether too ambitious programs. On the contrary, if we can

get into our public service a spirit of looking at our whole undertaking, and of understanding that the authorization of one project, or one building, may mean eventually the necessity of many more, I am confident we shall have taken a long step towards improved public management.

#### SALE OF EXCESS SUPPLIES.

It has just come to my attention that recently one of the departments had on hand a considerable supply of articles no longer necessary. The articles were advertised, proper bids were received and the articles were sold at \$2.12 each. And yet at the same time some of our State institutions were required to purchase the same articles of no better quality and to pay for them \$4.50 each. The statement of such facts needs no comment. It is the sort of thing that could not be tolerated in a successful private business. I recommend that you require every department or institution to file with the Supervisor of Administration a schedule of all supplies it desires to purchase or sell; that wherever possible one department or institution purchase from another at a fair price; and that the Treasurer and Receiver-General be notified, and that he make proper credits and charges to the departments. It might be provided that if there were any difficulty in fixing a fair price the Governor and Council should determine it. Each department

or institution ought also to file with the Supervisor at regular periods statements of all property not in use but which is fit for salvage.

### JUSTICE TO WOMEN.

Since the last regular session of the Legislature the amendment to the Federal Constitution granting equal suffrage to the women has been ratified and has become a part of the organic law of the land. The women of Massachusetts have shown a most commendable spirit in assuming their new responsibilities and discharging them with zeal. They have given abundant evidence of their desire to co-operate and support in all that will purify, strengthen and develop the life and welfare of the people. We should provide for their participation in government on equal terms with men. There still remain in our Massachusetts Constitution and laws provisions which may prevent such participation. I recommend that the Constitution and laws be amended to remove such provisions, and that Massachusetts take the last vital step in equality by removing every legal obstacle which prevents women from holding any elective public office within the gift of the people, and by freeing them from all inequalities.

## EDUCATION.

To a peculiar extent the economic as well as the political and social welfare of the Commonwealth depends upon education. While it has no deposits of precious ore, of coal or iron; while it has no vast fertile prairies and no boundless tracts of untouched timber; while, in fact, Massachusetts is not rich in a reserve of natural resources, yet it has been a part of the fundamental belief of our people that we can compete successfully with any other people, provided we maintain an aggressive program of education by means of which we may develop our human resources to the full. In the period of reconstruction through which the country as a whole is passing, the greatest care must be taken to prevent any retardation of our educational program in comparison with that of other sections of the country. Throughout the land there is an awakened and widespread interest in the development of more efficient institutions of education. From the point of view of her material prosperity, as well as from the larger consideration of her duty in the development of American citizenship, Massachusetts must not sacrifice her educational leadership.

The Special Commission on Teachers' Salaries made a report in August last which merits your thorough study. The compensation of the public

employees of Massachusetts has been generally increased in the past two years, and in practically all departments is now at least the equivalent of that paid to those in similar lines of private employment. But this is not true of teachers. I cannot bring myself to believe that teachers have received altogether just treatment. We cannot afford to deal other than justly with them. Teachers in our schools to-day are called upon to do for children some of the things which parents in other days were glad to accept as their own duty to do. Teachers in our schools have it within their power to instill in the hearts of children a love of America and American institutions which will never grow cold. It has seemed to me that many of our well-intentioned efforts to teach Americanism have failed, and more and more we must look to the children of parents of foreign birth as the instruments for breaking down family prejudice and distrust and winning respect and loyalty for America. We must reach them in the schools. The citizens of to-morrow are entitled to the best educational advantages we can give. In a system of good schools taught by competent teachers of character and devotion we have assurance that the Nation may have able and upright leaders in the future. The salaries of teachers in the public schools must be increased sufficiently to attract into the teaching profession capable

young men and women, to retain efficient teachers now in service, and, in the words of the commission, "to enable all teachers to provide from salary earnings the necessities of life, and savings and insurance against disability and old age, as well as to make those investments that result in continued growth in professional efficiency." To that end I strongly recommend that the present minimum legal salary of \$550 for teachers be materially raised.

#### SUPREME JUDICIAL COURT.

The Legislature of last year in its general program of revising salaries was liberal in most respects, and its work has made it unnecessary for us to go further this year. In the endeavor to compensate fairly the justices of the Supreme Judicial Court a condition was imposed which I approve upon general principles, but which, as applied to the men who have given long years of service upon the Supreme bench, has prevented them from receiving any additional salary. I urge you to examine again the provisions made for them, and make absolutely certain that we deal justly with those judges to whom we turn in the last resort for determination of justice.

## AGRICULTURE.

The industrial and commercial progress of Massachusetts depends in large measure upon the development of our agricultural resources. The recent advance in the freight rates on all commodities that enter New England puts upon us a new necessity of feeding ourselves and affords the Massachusetts farmers a new opportunity to farm with profit. Massachusetts for the purpose of self-preservation must do all in its power to place the great fundamental industry of agriculture upon a basis which may compare favorably with the financial reward in other industries. The proportion of our population engaged in agriculture bears no relation to the importance of the industry. The real problem of farming merges into a greater problem, that of an adequate food supply for our whole population, furnished at a reasonable price to consumers. Massachusetts cannot furnish all its own food, but it can grow much more than at present. Doubtless the best way for the Commonwealth to help is to give proper support to the agencies already established. The reorganized Department of Agriculture should be given facilities for greater service to the farmers, who have given evidence of confidence in its work. Especially should encouragement be given to the Division of Markets that it may deal adequately with the complex but



vital matters which concern the distribution of farm and food products. The Department of Agriculture should be authorized to make a comprehensive study of the farm labor supply, and also the possibility of securing better marketing and purchasing conditions for the farmers. I recommend consideration of some plan of extending sufficient credits to farmers both for land purchase and for making and selling crops, and to aid in the acquisition of farms by persons who will operate them for economic benefit. The farmer who is willing to remain in rural districts and produce from the soil deserves proper living conditions, good roads on which to carry his produce to market, and sufficient educational opportunities for his children. All of us should be interested for our own welfare to aid in seeing that he gets them. I recommend adequate appropriations in order that the Agricultural College may be able to render the largest measure of service to those who seek education with the ambition that they may more efficiently and successfully carry on practical agriculture, and in order that the college through its experimental work may be of the greatest assistance to the farmers. Massachusetts can hardly afford to do other than maintain a first-class agricultural college for her sons and daughters. It is no less the duty of counties to give ample support to the farm bureaus and county schools, which may be of untold value in

the solution of the vital farming problem. If we are to hold our present industrial and commercial standing we must develop our farming communities to supply the needs of our industrial and commercial population.

#### SAFEGUARDING STATE FUNDS.

The Treasurer and Receiver-General is elected by the people. He is charged with grave responsibilities. In general he has the duty of caring for the funds of the Commonwealth. Laws have been enacted directing how he shall keep such funds and in what manner he may place those funds on deposit. At present the various departments are only required to deposit their funds with the Treasurer at least once a month, and consequently are carrying bank accounts which in the aggregate total a large sum of money. The law contemplates that the Treasurer shall be limited as to the amount of State funds which he may deposit in any one bank, and yet it has been found that in some instances where the Treasurer has deposited the legal limit in a bank, some other department has deposited additional State funds in that bank. Fortunately it does not appear that the Commonwealth has as yet suffered from such practice. I do not believe, however, that the practice should be continued. I believe that the Treasurer should retain the most

complete control possible of all State funds, and that he should know just where all of the public funds are. I recommend that wherever possible every department be required to use the Treasurer as its depositing bank. I am advised that under such a method the Treasurer would have a larger cash balance throughout the month, which will help in putting off the time when it is necessary to borrow in anticipation of revenue, and he would thereby be enabled to effect a saving of thousands of dollars annually in interest charges. I am confident such a method commends itself as more in keeping with sound business principles.

All recent issues of the Commonwealth's bonds have been serial in form. Practically all of the earlier issues now outstanding were sinking fund bonds. The Commonwealth has now sinking funds of over \$48,000,000 for the retirement of such bonds. Under the present law the Treasurer is in practical control of these sinking funds, and all investments or changes in investments for such funds are made by him, although he receives the approval of the Governor and Council. The wisest management of such large funds seems to require more safeguarding. I recommend that authority be given to the Governor to appoint two citizens of recognized financial ability who shall serve without pay, who shall advise the Treasurer as to the management of

the State sinking funds, and that the Governor and Council may not approve any request of the Treasurer for change in or addition to such sinking funds unless such request be recommended by at least one of such advisers. This method gives promise of additional safeguarding of large public funds, and I am confident that public-spirited citizens would serve the Commonwealth in such capacity even as they have always been willing to serve as trustees of our institutions. I recommend that you put similar safeguards around the management of the various other trust funds now under the control of the Treasurer, such as the retirement funds and the Massachusetts school fund.

I also recommend that authority be given to the Governor to require the Treasurer at any time to furnish him with a list of the banks in which State funds are deposited, and the amounts of such deposits.

In justice to the present Treasurer, who shows unusual zeal in the public service, I am happy to say these suggestions relative to his office are made largely as the result of his own recommendation to safeguard the public funds in every possible way.

## PROTECTION OF SMALL INVESTORS. -

One of the most urgent problems now confronting the Commonwealth is the protection of small investors. Massachusetts owes her industrial strength to the thrift of her people. The savings of income become capital. With the great demand for new capital in Massachusetts for railroads, public utilities, home-building and industry, the workers must be encouraged and protected in their efforts to save.

The most effective way to discourage thrift and to retard the accumulation of capital is to permit fraudulent promoters to rob the people of their savings. It is estimated that worthless or fraudulent securities amounting to at least \$30,000,000 are sold annually in Massachusetts. Americanization work is greatly hindered by such frauds. The fraudulent promoters who destroy the faith of the workers in our economic institutions and in our laws sow the seeds of radicalism and anarchy. The Commonwealth must protect the industrial workers, particularly those who have recently come from foreign lands, from such exploitation; the Commonwealth must encourage thrift, to the end that capital, so essential to her industrial growth, may thereby be created. The Special Commission to Investigate the Sale of Corporate Securities has conducted an exhaustive and careful survey of this great problem.

Their report, submitted to you, will give the needed information of the legislation and experience, not only of the other States of the Union, but also of Europe. It will include a study of the present conditions in this Commonwealth, and the fundamental consideration which must guide you in your task of effecting wise remedial legislation. Thus, fully advised as to what other States and countries have done and as to the situation which confronts us in Massachusetts, you will be able to meet the responsibility which the great losses of our people from fraudulent promotions and exploitations have imposed.

#### PREVENTION OF ACCIDENTS TO CHILDREN.

The rapidly increasing number of motor-vehicle accidents has become a matter of grave public concern. The motor vehicle has reached the stage where it is no longer merely a luxury. It has contributed immeasurably to our convenience and comfort. It has become a necessity. To regulate its use so that destruction of life and property shall be reduced to a minimum is one of the problems to which I invite your most careful consideration. During the past year 189 children under sixteen years of age were killed on our streets in automobile accidents, and 2,100 children under that age were injured seriously, many of them maimed for life.

In almost all of these cases the thoughtlessness and carelessness of the children themselves contributed to the unfortunate result. Recently in New York City there was an explosion in which some 20 people were killed and about 200 injured. For several days the papers in all parts of the country impressively related to the public the facts of the terrible occurrence; and yet the death of 189 of our children and serious injury to 2,100 others in one year almost escape general public notice. We must have the deepest concern for the grief, the sorrow and the suffering of the parents afflicted by these sad happenings. We are also concerned with the economic loss to the community incident to the death and injury of this large number of children in whom loving parents have invested years of care and savings. As a possible help in reducing the number of such accidents I suggest that every elementary school in the Commonwealth be asked to set aside fifteen minutes each week for the purpose of impressing upon the children the danger of the use of our streets and highways, and the absolute need of caution in such use. I recommend that the Commissioner of Education be given authority and facilities for assembling facts and methods of presentation which shall be available for the use of the school teachers of each city and town.

### MOTOR-VEHICLE PATROL.

Taken as a whole, the results of motor-vehicle accidents in Massachusetts in 1918 were 499 killed and 8,598 injured. In 1919, 582 persons were killed and 16,281 were injured. During the present year an intensive safety campaign has been waged, and while the number of persons killed was reduced to 477, nevertheless, the number of persons injured still further increased to 21,086. A careful analysis of the accidents indicates that by far the greater number of them resulted from causes that could have been avoided. We can have no sympathy with those who wilfully violate the laws regulating the operation of motor vehicles. While the police forces of the various cities and towns have done excellent work the past year in prosecuting vicious violators of motor-vehicle laws, it is practically impossible to apprehend the violators in many cases because few of the cities or towns have motor-cycle police. Moreover, police officials of one town cannot go beyond their own boundaries into other towns. I suggest for your consideration the establishment of a small motor-vehicle patrol of inspectors attached to the motor-vehicle division of the Public Works Department. The presence of such a force on the main highways would have a salutary effect, and those reckless operators who have no regard for the



lives of other human beings might have some regard for their own personal liberty, and keep in mind the possibility of meeting an officer of the law the other side of a dangerous curve. Such a patrol would be of great assistance to those many towns through which main thoroughfares now pass, and which are not able to maintain police forces of their own.

#### SHORTAGE OF COAL AND HOUSING.

Coal is an absolute necessity in Massachusetts. The householder must have it in order to live, and the manufacturer must have it as his main source of power. Both in anthracite and bituminous coal a shortage has existed for the past year, which speculators have turned to their advantage. The price of coal to the citizens of Massachusetts has been exorbitant and unjust. Supply has been uncertain and business has been disrupted in the effort to obtain fuel for power, while the citizens have been driven to distraction in their endeavor to obtain the necessary household requirements. To complicate the fuel situation, our transportation difficulties, due to the breakdown of our railroads in New England, are further disturbed because of a lower rail than water freight rate. Before the war the water rates for coal were approximately 75 cents per ton less than rail rates. At present it costs about \$1 per

ton less by rail than by water, naturally throwing an additional burden on our depleted railroads. Foreign demand for bituminous coal has had a tremendous influence upon the price of coal in New England. Nearly all of the coal exported was taken from the producing district upon which we depend, and to a large extent was shipped through a terminal which had been created to supply New England with bituminous coal. This resulted in a congestion at that terminal, and offered unlimited opportunities for adding to the expense of coal shipped here. We have had a hard struggle to obtain such coal as we received, and the Fuel Administrator has been of great help in presenting the absolute needs of Massachusetts and in securing a measure of relief.

Housing conditions have gone from bad to worse over a period of almost four years. This has been true over all the country, and in Massachusetts no less so. Scarcity of houses means competition for quarters among those who can pay, and in consequence rentals have increased. We must be concerned with a situation that compels overcrowding in unsanitary quarters, with consequent increased infant mortality, the spread of tuberculosis and communicable diseases, and a general development of moral laxity among those affected. A condition that threatens the lives of our people threatens the stability of our government. In such a situation the

Legislature of last year attempted to prevent unjust increases of rents, recognizing the necessity of protecting the people against extortion and suffering. There has been criticism of that action on the part of tenants because sufficient relief was not given, and on the part of owners because they were prevented from getting a fair return upon their invested capital, and that, therefore, further building is discouraged. The difficulties presented by the housing shortage are of a twofold character. There is the urgent need of finding means to restore as speedily as possible the housing facilities of the Commonwealth to normal proportions. There is also the vital necessity of protecting the people until that end is accomplished.

A committee of the United States Senate has been investigating these questions, and has already made a preliminary report. As I look back over the great monuments of constructive legislation in Massachusetts that have come as the result of intelligent and conscientious study by committees of the General Court, I am encouraged to believe that a similar study of the coal and housing and rent conditions would be of real and lasting benefit. Certainly the coal and housing conditions are among the most urgent of all the problems which confront us. I therefore recommend that you authorize one of your standing committees or a special committee

to study these questions and report to this session at the earliest date possible. There is available for use the investigations of the Fuel Administrator and the Commission on Necessaries of Life. I suggest that you direct such committee to report whether everything possible is being done to insure for our citizens an adequate supply of coal at a fair price, whether everything in the nature of extortionate rent cannot be effectively prohibited, and to devise if possible legislation which, fair alike to owner and tenant, may stimulate the resumption of building and restore again in this Commonwealth normal housing conditions.

#### STATE CONTROL OF ALL PENAL INSTITUTIONS.

A welcome decrease in the number of inmates of the prisons and jails of Massachusetts has been noted for years. Ten years ago the county prisons had a population of 3,583. On Nov. 30, 1920, that population had decreased to 1,120. The net per capita cost for each inmate of State penal institutions for the year ending Sept. 30, 1920, was \$397.06, while for the same period the net per capita cost for each inmate of county penal institutions was \$826.41. The various counties have established twenty-one different jails and houses of correction. To-day at least seven of those institutions are empty or closed. Five other of those institutions had on Nov. 30, 1920,

less than 30 inmates each. The difference between the cell capacity of these institutions, 4,508, and the population, 1,120, indicates that many more of these institutions could be closed to good advantage if there might be proper transfer of inmates. It is needless to argue as to the possibility of great decrease in operating expenses that might be effected by a consolidation of these institutions, nor is it necessary to point out the opportunity under such consolidation of devoting valuable property to other uses. A due regard of the true interest of the taxpayers would seem to demand that these institutions be consolidated under State control.

It is further submitted that such a change is dictated by other compelling reasons. The Commonwealth is the source of all law, and whoever offends against the law is an offender against the Commonwealth. The cases of all offenders are heard and determined before magistrates holding the commission of the Commonwealth and not the commission of any particular locality. In 1899 Governor Wolcott in advocating State control of all penal institutions said:—

The divided control of penal institutions, not justifiable on any easily comprehensible theory, results in practice, as might be expected, in lack of uniformity of discipline, diet and employment; in imperfect classification of the inmates

as regards sex, age and degree of criminality and degradation; and in consequent unnecessary difficulty of reformatory treatment.

This matter was first advocated in the Declaration of Principles laid down by the American Prison Congress fifty years ago. It has been advocated at various times in Massachusetts beginning with an interesting report by the committee on prisons in 1873 contained in House Document No. 264 of that year. It was recommended by the special recess committee on institutions, which reported to the General Court of 1920. Some of the evident advantages which ought to accrue from State control of all penal institutions are: —

1. A consistent and comprehensive policy of treating penal subjects.
2. A greater possibility of classification of prisoners, resulting in more helpful and scientific treatment.
3. Continued development of the camp idea, now halted because inmates otherwise eligible for transfer must be retained in county institutions.
4. Improvement in the housing and living conditions of prisoners.
5. Employment of more men in productive industry, and consequent stimulation of habits of thrift and industry.
6. More economical administration through collective purchasing of supplies and utilization of farm products.

7. Securing to each convict wherever sentenced the benefits to which all should be entitled of physical and psychiatric examination, opportunity for learning to read and write, and to have the benefit of vocational training, employment in industry, the services of a resident chaplain, and other advantages which cannot be supplied in a small institution.

8. Opportunity would be given for the establishment of a much-needed defective delinquent colony in one of the vacant institutions.

9. Aid to discharged prisoners, after-care and supervision of paroled prisoners, temporary relief of prisoners' families, and the aid of other State departments which are not present in county administration.

The principal objections which are made to any such change are based almost entirely upon the ground of convenience to the various localities. County jails and houses of correction were established when communication was difficult. But to-day one may travel across the State and return in a day. Under a centralized control plan institutions would be maintained in different parts of the State, using some of the existing structures. Similar objections were raised twenty years ago when the Commonwealth took over the care of the insane in the State, and yet the results under State control have been so beneficial and so vast an improvement over the old system that all our citizens join in willing testimony to their appreciation of the vision, the

courage and the true humanity of those men of 1900 who dared depart from the custom of years.

Therefore, in the interests of a better system of penology, in the interests of economy of administration, and in fulfillment of the promise of the platform upon which the great majority of you as well as myself were elected, I earnestly recommend that the jails and houses of correction, now maintained by fourteen separate counties with varying standards, be now consolidated under the direct control of the Commonwealth.

#### SHORT BALLOT.

As a member of the Legislature of 1911 I voted for the present direct primary law. I believed in the principle of direct nominations then. I do today. It must be admitted, however, that from time to time there has been much criticism against the result of the actual working of that system. It is not necessary to restate the criticisms. The objection which seems to have most weight arises because there are so many offices to be filled in a State-wide primary, and so many candidates seek those offices that it is extremely difficult for even the careful voter to learn of the relative merits of the various candidates. The chief interest centers in the candidates for Governor and for Lieutenant Governor, and public discussion is confined largely to the candi-



dates for those two offices except in the years when a candidate for United States Senator is nominated. The chief objection to the present system of direct nomination in Massachusetts would in my judgment be removed by the adoption of the short ballot. Then, in a larger way the people have come to look upon the Governor as the head of the government, and there is a growing tendency to hold him responsible for the conduct of all the administrative departments. If the Governor is in any sense to be held responsible for the conduct of the affairs of the departments of the State officials, — the Secretary, the Treasurer, the Auditor and the Attorney-General, — then he ought to have direction over those officials. He ought to be allowed to call men into those positions who will work in harmony with him and who will adopt policies which bear his approval. The objection may be raised that the Attorney-General is not alone the adviser of the Governor but of the Legislature as well, and that sometimes the Legislature might desire independent advice, and that it ought not to be compelled to accept legal opinions from the Governor's appointee. It should be remembered, however, that each branch of the Legislature has authority to require the opinion of the justices of the Supreme Judicial Court upon important questions of law, and upon solemn occasions. To the end that the direct primary sys-

tem may operate to the best advantage, and that the efficiency of the State administration may be promoted, I recommend that the Constitution be amended so that the Governor be given the power to appoint the State officers — the Secretary of the Commonwealth, the Treasurer and Receiver-General, the Auditor and the Attorney-General — for the same term as his own.

#### BRADFORD'S HISTORY.

Another edition of Governor Bradford's History has been exhausted. In this year of anniversary of the landing of the Pilgrims I recommend that you authorize the reprinting of this story of our beginning, and that you provide for the gift of a copy to each high school in the State, in order that the young men and women who would know of the sacrifices and privations of those who laid firmly the foundations of our present institutions may have access to Bradford's inspiring record.

#### PREVENTIVE MEASURES.

Massachusetts expended last year \$11,887,108 for the maintenance and improvement of the institutions conducted by the Departments of Mental Diseases, Corrections, Public Welfare and Public Health. This represents a large proportion of our

public expenditures. Massachusetts has been a pioneer in the work of caring for the unfortunate and the afflicted, and is to-day doing much in this direction which has not been attempted by other States. The policy in this regard has met with the general approval of our citizens, and they insist not only upon a continuance of this work, but that the work be better done. Our citizens must recognize the immense cost of it all, and they must be prepared to pay for it. They must remember that some of this work has been made necessary because individuals are not doing the things for afflicted members of their own families which they did in former generations, and because parents are not exercising the same degree of control and correction of their own children that they did in earlier times. Our only hope of escape from this constantly increasing public expense lies in finding measures of preventing disease of the mind and of the body, and preventing the degradation of morals. We are now trying some preventive measures. We have done a great deal in checking the spread of tuberculosis and to prevent the spread of other diseases. I recommend appropriations for further research in the endeavor to check the increase of the feeble-minded, and to reduce if possible the number who are sent to the correctional institutions.

## MEMORIAL FOR THE UNKNOWN DEAD IN WAR.

The splendid action of France and Great Britain in burying the remains of an unknown hero of the French army in the Panthéon, and the remains of an unknown hero of the British forces in Westminster Abbey, has prompted the suggestion that Massachusetts pay similar tribute in honor of those devoted men who have enriched the name of the Commonwealth by sacrifices which ended in unknown graves. Doubtless the Navy Department would gladly loan an American warship on which to bring from the fields of France the body of one of the unknown dead in battle for burial with all military honors in some worthy place here. It has been suggested that a grave on the lawn in front of the State House might be an appropriate place, — a grave marked with such monument as parents might erect for their own son. To such a shrine on Memorial Day and at other times mothers and fathers and other relatives of boys lost in France might repair to do honor to the memory of their own, and at such a shrine all devoted citizens of the Commonwealth might pause and rejoice in a love that impels sons to give their lives in the name of Massachusetts. We may visualize in part the mighty patriotic inspiration that would come to us in the performance of such an act of justice, and

the comfort and satisfaction that would come to those of our citizens who have patiently suffered unspoken grief. I commend to your consideration the desirability of carrying out such a form of tribute to the unknown dead.

#### CONCLUSION.

Massachusetts has kept well in advance of most of the other States in the enactment of sound and humane legislation, with a constant desire to improve the welfare of the people. In such an endeavor her true public servants will ever be glad to continue. In the year we are this day beginning we shall search diligently for methods of remedying injustice and of further promoting the happiness and well-being of all. However profound our admiration for Massachusetts institutions and laws, no one would claim that they are perfect or that they are not susceptible of improvement. That State is fortunate whose government serves the people and whose people love and uphold their government. Our government must serve the people, and the people will love and uphold it. But let us always remember, when we think of the degenerate, the feeble-minded, the evil-minded, the vicious, the selfish and the transgressors, that they constitute but a small part of the whole. Fortunately for us the great mass of our citizens are sturdy,

strong, God-fearing, home-loving, industrious and courageous men and women. In an attempt to strengthen the weak, let us be careful not to break the spirit of the strong. No one can offer any substitute for work, for thrift and industry, or for character and integrity. To succeed, the individual must acquire these virtues for himself. No one can give them to him. Let us not, therefore, attempt the impossible in legislation.

Men and women have come to Massachusetts from all parts of the world. Here they have made their homes, and by their industry and by their consecration to the public good they have contributed to the upbuilding of our institutions. They have only recently given abundant evidence of their readiness to defend their liberty and to uphold their law. In their patriotic response to the call of their country during the war, in their contributions of sons and of treasure, they demonstrated that they were sound at the core and that their hearts were true. So with confidence we face the day which is dawning with the promise of new opportunities and new glory.

We are just emerging from years of intense feeling, tremendous effort, and unusual sacrifice caused by a mighty conflict which has disturbed the thought and action of the world. The people of our Commonwealth, like the people of other States and

Nations, while always ready to battle for justice and for the cause of humanity, are somewhat weary of the prolonged strain. They desire to return to the normal scope of daily action. They need an opportunity to store up physical and mental vigor that they may have a reserve, and be able the better to render a full measure of service if ever called upon again in some great public necessity. So in the spirit of the times let us turn our hearts and minds to fundamental things. Let us dare to follow in the footsteps of those quiet but sturdy builders of our Republic, whose deep faith in God guided them through the early years of a new Nation. Let us to-day renew our vows of honest public effort, to the end that the noblest purposes of the Pilgrim fathers may be achieved, and that here in Massachusetts wisdom and understanding shall dwell, and civil and religious liberty shall endure.











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